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## PUBLIC SAFETY EMERGENCY COMMUNICATIONS CENTERS

*What are the purposes and advantages of public safety emergency communications centers? How have these centers been established in various cities?*

Municipal administrators more and more are concerned with public safety emergency communications or rather with all municipal communications. This interest has been intensified by the recent natural disasters that have occurred in various parts of the country, and the nonaffected administrators have either started or revised their disaster plans. This reasoning is sound. In the event of a large scale disaster, such as a tornado, hurricane, flood, conflagration, explosion or bombing, all municipal forces must be called into emergency action with a high degree of coordination. Basic to any disaster plan is an adequate system of communications, especially one that will provide the greatest freedom from interruption of service and yet retain flexibility and adequacy.

Administrators also have been concerned with the adequacy of their emergency reporting systems. They have either expanded their telegraph reporting systems or have switched to the public emergency telephone system. The main types of emergency reporting systems for fire and police departments are discussed in MIS Report No. 144, *Public Emergency Communications Systems* (January, 1956).

Of interest also to municipal administrators has been the remarkable strides made in electronics. Two- or three-way radio is in common use, so common that the broadcasting spectrum is becoming quite crowded. At this time municipal officials are awaiting a ruling by the Federal Communications Commission in regard to the creation of a Local Government Radio Service. This service will serve cities and other local governments for public works, sanitation, police, fire, water systems, and all other activities. It is anticipated that this service will be of benefit to small governmental units having limited funds because the Commission's rule will provide a service wherein such governments may perform all essential official communications on one communication system.

Under present FCC regulations, each type of municipal radio service requires a separate transmitter with a separate frequency. The high cost of this system has severely limited the use of radio in smaller municipalities. The new radio service will not affect existing single-purpose frequencies for police, fire, and other radio services.

All of the preceding factors, directly or indirectly, have affected the establishment of public safety emergency communications centers. This report will discuss some of the communications centers presently in operation in a number of cities, especially in regard to emergency and disaster planning, along with requirements of civil defense.

### Roanoke, Virginia (92,000)

The consolidation of communications in Roanoke was prompted by the assumption that it would be possible to eliminate the duplication of some types of equipment, reduce personnel (since peak traffic loads in administrative and emergency communications rarely occur at precisely the same time), and allow for expansion into the civil defense command center. All communications functions are under the superintendent of communications and signals with the exception of the operations personnel. Police and fire personnel in the center are supplied by the respective departments.



Consolidated Command and Communications Center  
Roanoke, Virginia  
(Approximate dimensions, 26 x 27 )

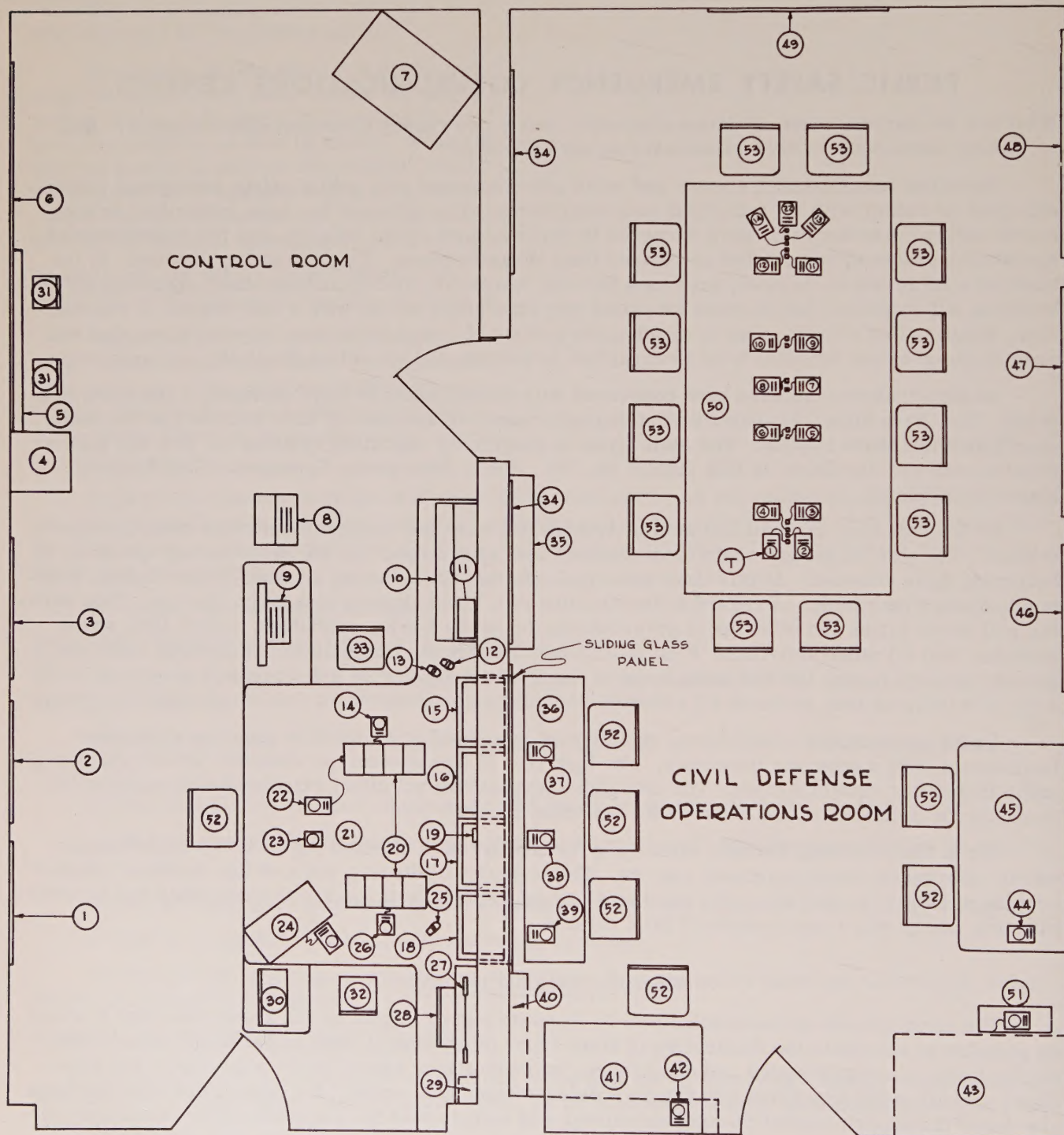


Figure 1 (continued)

Consolidated Command and Communications Center  
Roanoke, Virginia

## LEGEND

1. Map-City of Roanoke.
2. Bulletin Board.
3. Map-State of Virginia.
4. Utility Table.
5. PBX two position switchboard (Administrative) 20 trunk lines, 141 extensions.
6. Future PBX positions.
7. Utility Cabinet.
8. Police Teletypewriter (Model 28).
9. Typewriter and Police Log.
10. Police alarms, burglar alarms and shelves.
11. Conelrad monitor receiver.
12. Microphone-public address system to police offices.
13. Microphone-Connected by switch arrangement to any city radio net.
14. Police operator telephone hand-set (part of 101 key boxes).
15. Police radio console, consisting of one Motorola type F5C line amplifier, modified.
16. Utility radio console, consisting of one Motorola type F5C line amplifier, modified.
17. Console type cabinet housing 3 monitor radio receiver speakers and radio control for radio controlled fire alarm.
18. Fire radio console, consisting of one Motorola type F5C line amplifier, modified.
19. Bell and light station.
20. 101 Key Boxes, duplicated on both sides of operating console, has 23 police call boxes located in business and key residential locations, 4 extensions used when administrative switchboard is closed for night service and 4 police trunk lines.
21. Operating console.
22. Civil Defence Alert telephone (unlisted).
23. Control Unit- Bell and Lights, and Air Warning Siren System.
24. Fire Department Switchboard-PBX Type 506-A with handset, 3 trunk lines, 11 extensions to station house, and 1 tie line to administrative PBX.
25. Microphone-connected by switch arrangement to any city radio net.
26. Fire operator telephone hand-set (part of 101 key boxes police switchboard).
27. Fire alarm punch register.
28. Fire alarm box transmitter.
29. ADT fire alarm dispatchers.
30. Traffic signal emergency run controller.
31. PBX operator.
32. Fire dispatcher.
33. Police dispatcher.
34. Blackboard.
35. Storage cabinet (telephone desk sets).
36. Auxiliary radio positions.
37. Police radio phone.
38. Fire radio phone.
39. Utility radio phone.
40. 400 pair telephone terminal cabinet.
41. Table message clerk.
42. Telephone message clerk.
43. Test rack consisting of: Tape recorder, general purpose, radio receiver (broadcast band), Motorola type F5C line amplifier test unit, audio patch panels, pad panel used to balance all lines terminated in audio patch panels.
44. Telephone Chief of Communications.
45. Two positions table communications personnel.
46. Map-Salem District Virginia State Highway System.
47. Map-City of Roanoke.
48. Map-State of Virginia Highway System.
49. Map-United States.
50. Civil Defense Staff Table.
51. Telephone to Conelrad Studio and program line.
52. Civil Defense Communications personnel.
53. Staff member, Civil Defense.

T. Telephones on staff table: (Jack mounted- stored when not in use.)

1. Special Weapons.
2. Medical Services.
3. Public Health Services.
4. Rescue Services.
5. Welfare Services.
6. Industrial Services.
7. Police Services.
8. Fire Services.
9. Utility Services.
10. Chief Warden Services.
11. Public Works.
12. Transportation Services.
13. Chief of Staff.
14. Coordinator.
15. Coordinator.



The physical layout of the center (See Figure 1 on preceding pages) is actually two adjacent rooms, although the center proper is one room that combines the two-position PBX administrative board, the police dispatcher, and the fire dispatcher. In the expansion of the center into the civil defense command post, part of the wall separating the two rooms, which is composed of sliding glass panels, is opened. The facility is completely air conditioned and is provided with emergency electric power. The city also has a mobile communications center, which duplicates the radio facilities of the center, that is used when a field headquarters is established or during emergencies.

Old quarters were remodeled, and most of the existing equipment was utilized with slight modification. The cost of remodeling and moving into the center was about \$5,000. Approximately \$200,000 has been spent on communications equipment during the past five years. However, the city took full advantage of the matching funds available through the Federal Civil Defense Administration so that the cost of the city of Roanoke was about 25 per cent of the total cost.

An effective demonstration of the adaptability and flexibility of the system is repeated each year at Halloween. All incoming telephone trunk lines (administrative, police, and fire) are made available for receiving complaints. Radio equipped vehicles, borrowed from the departments of public works, water, and fire, along with the drivers of each, with a uniformed police officer assigned to each vehicle, provide a formidable force of reserve police cruisers to investigate complaints. All cars can be dispatched from the central communications center over one of three different wave lengths. Out of a force of 150 radio-equipped vehicles, it is possible to assign more than 75 per cent to the police service under such conditions.

The effective utilization of personnel is attained through the reinforcement of operating personnel, since peak traffic loads on any one of the services (administrative, police, or fire) would very seldom occur at the same time. Although there are some administrative problems that have yet to be solved, the superintendent of communications feels that the communications center has proven its worth. This system makes it possible for the city under normal or unusual conditions, such as snow, ice, special events, or any catastrophic dangers to marshal approximately 150 radio control vehicles for services to the general public.

#### Glencoe, Illinois (10,000)

In the planning and design of the new village hall, the possible consolidation of communications was considered and adopted by the village of Glencoe (see Figure 2). The reasoning was to assign full-time personnel to communications. In the old village building, communications were decentralized and handled by a number of people in addition to their other duties. The operation of the center is now under the supervision of the director of public safety thus facilitating the operation of the integrated police-fire force. The center is manned by specially trained male and female civilians and police-fire personnel.

The communications center is located just off the main corridor of the building and is readily available for the public as an information center. The operator is in a position to see anyone entering the building. The center effectively ties together all of the communication facilities of the village, and is completely air-conditioned. Included is the central PBX switchboard, which includes all the telephone lines for police, fire, and general village; burglar alarm equipment; paging system with speakers located throughout the building (with two channels: one for general paging and one for emergency paging); and all radio equipment (three-way radio for police, fire, and general administration).

The communications center also acts as the nerve center for the village building since it contains such related equipment as electric door openers for all vehicle doors; remote control electric light switches for emergency areas; central board for heating, ventilating, and air conditioning thermostats; and central clock controls.

Although the facility is relatively new, having been in operation but a few months, present indications are that the central communications center will more than adequately meet the intended purpose of a communications center which operates at peak efficiency and convenience both to the public and to municipal personnel.



New Haven, Connecticut (169,000)

The establishment of a communications center in New Haven was an outgrowth of a report submitted by a special communications advisory committee. The committee was charged with the specific purpose of studying the emergency reporting system and making appropriate recommendations. The committee reported on the cost of bringing up to date the existing coded telegraph system or of replacing it with a public telephone emergency reporting system. Because of the cost differential, the latter was installed. Administrative control of the center is exerted by the controller although procedural control of personnel is retained by the police and fire chiefs.

The two-position switchboard (see Figure 3) is the terminus of 376 telephone emergency boxes and 75 key switches of the police signal system, all of which are located at strategic points throughout the city. The center also is equipped with state police and city police and fire teletypewriters; primary and spare radio remote control units; tape recorder for all conversations; availability lights to determine status of all fire equipment; railroad crossing and bridge lights for routing of equipment; and dial switching equipment for outward and intercommunicating calls of fire and police departments. Most of the equipment is leased, and the annual savings are estimated at \$43,000 over the old system.

The largest operational advantage to date has been gaining accurate information on emergencies. In the first nine months of 1957, the number of fires reported by public emergency phones increased by approximately 31 per cent, but in handling these fires, the city used approximately 51 per cent less equipment and manpower. This was due to the fact that the persons reporting the fires related the nature of the fires so that only the necessary apparatus was sent. This is a significant saving in terms of jeopardy to firemen and civilians.

San Jose, California (105,000)

A separate department of communications was established in San Jose in 1948. It was prompted by the necessity of a centralized administrative telephone switchboard along with the establishment of a new system for fire alarm dispatching. The administration of the center is the responsibility of the chief of police assisted by a superintendent of communications.

The center contains all of the communications functions of the city: radio for fire, police, and other city departments; central fire alarm dispatching; telephone switchboards for fire, police, and city administrative offices; and burglar, fire, civil defense, and related alarms. A civil defense control center also is in the building.

The level of service and employee acceptance has been satisfactory. Cost has been reduced through coordination of all emergency reporting services; centralization of all communications services for all city departments; and centralized engineering and maintenance of all city electronic equipment at the communications shop.

A new communications building is under construction as part of a new civic center in San Jose. All of the city communications will be transferred to the new building early in 1958.

Peoria, Illinois (112,000)

The decision to establish a central communications center in Peoria was based upon the premise that it would be possible to make more efficient use of available manpower as well as to coordinate similar operations. The center is under the administration of the police communications supervisor who works in close coordination with the fire and police chiefs.

The remodeling costs necessary for the establishment of the center were approximately \$8,000. The telephone system consists of a two-position switchboard which controls all of the telephones of the fire and police department and has four tie trunks to the main administrative switchboard. All of the dispatch and alarm systems of the city terminate in the center.

The most important improvement cited was the use of competent, well-trained women operators, allowing the police and fire dispatchers to concentrate on the proper dispatching of equipment.



Also, having the police and fire dispatchers in the same room has provided a greater degree of co-operation and coordination in the use of police and fire equipment.

#### Miami, Florida (259,000)

Miami established a division of communications in the department of public safety to eliminate duplication and to consolidate radio, telephone, and fire alarm communications. The superintendent of communications is directly responsible to the city manager and has the status of a department head.

The division is composed of the administrative section and three operating sections. The installation and maintenance section is responsible for the maintenance of all radio equipment used by the police, fire, building, and engineering departments, and all contractual equipment used by various other cities. This section maintains 475 mobile units, 38 base stations, 50 radar units and all public address systems owned by the city.

The dispatching section handles all radio messages to and from the base stations and mobile units operating on 14 different frequencies. All radio channels are recorded, and this section also processes all messages and cancellations and relays all TWX messages pertinent to law enforcement agencies covering the United States.

The telephone switchboard section handles all municipal calls on two boards. The six-position master municipal board is connected to automatic equipment located at city hall and police headquarters. The two-position emergency switchboard is for the purpose of reporting any kind of emergency. There are 325 emergency telephones operating off this board, one of which is located at every intersection that has a traffic light within the city.

The switchboards and the administrative and dispatching sections are in the new communications center, located in downtown Miami. The center is equipped with a 50 KVA fully automatic emergency power plant. This center is in contact with all municipal, county, and state law enforcement agencies in the area by radio, teletype, and telephone on a 24-hour basis.

#### Ogden, Utah (58,000)

The establishment of a communications center in Ogden was prompted by a series of power outages and by the comparative inaccessibility of the two transmitters for servicing and maintenance. The administration of the center is the responsibility of the fire chief.

The center is located in the fire alarm office in order to satisfy Federal Communication Commission requirements. Two channels are used, one for police and fire and the other for the street and water departments. This system is unusual in that there are 10 remote dispatch points scattered throughout the city in addition to the control point, all of which can be placed into service in the event the control point is knocked out of service. In addition to the city communications system, 150 ham operators have been organized for emergency service. These operators have a fixed communication center as well as a truck equipped as a portable center. This provides excellent additional disaster coverage.

Considering the former operation as normal, the operation and maintenance costs have been cut in half. With the centralization, stock requirements have been reduced, and an automatic emergency generator is available in the event of power failure. An additional protective feature of the center is the automatic recording by tape recorder of all transmissions. This has been effective in the protection of employees who become involved in accidents while making emergency runs. In a recent \$70,000 damage suit, the playback of the tape was sufficient evidence for the dismissal of the suit against the city. The purposes of the center have been more than adequately met.

#### Conclusions

The studies necessary for the establishment of a public safety communications center may be prompted by a variety of factors. The chief administrator may be concerned with his disaster plans



or lack thereof, he may be in the process of allocating space in a new or expanded building, or he may be attempting to bring the city's emergency reporting system (usually fire alarm) up to date. Whatever the cause, studies must be made which include a large amount of technical data.

A number of agencies are willing to make technical assistance available at little or no cost to the municipality, especially among commercial concerns. This assistance of course is predicated upon the possibility of potential sales but can be of great assistance nevertheless. The purposes of the communications system will be determined to a large extent by the factors that influenced the study of its feasibility, but the purposes most generally cited are: a more effective level of service, a more efficient use of personnel, and the implementation of a fully coordinated disaster program. The determination of the purposes will help to overcome the immediate obstacles presented: the shortages of men, material, and money.

Since the installation and operation of a communications center assures (almost without exception) a more efficient use of personnel, and since the center is usually based upon the proper and effective use of existing equipment, two of the obstacles are cleared. The third obstacle may be overcome a little more easily than is usually anticipated. If the public safety emergency communications center makes provision for expansion into a civil defense command center, or its relationship to civilian defense purposes may be demonstrated, it is possible to receive matching funds from the federal and state governments.

It would be almost impossible to establish a norm, on the basis of population, for the type and amount of equipment necessary for the establishment of a public safety emergency communications center. Each communications center must be designed specifically for the municipality because technical problems will exist. Another factor in the establishment of the center will be the amount and type of equipment available and in use at present.

The administration of the center usually is the responsibility of the department that makes the greatest use or demands upon the system. Since the Federal Communications Commission has stringent requirements for the licensing of persons for the installation and repair of communications equipment, most smaller municipalities are forced to rely upon a service agreement with a locally licensed repairman. As the communications need and system expand, the organization structure will change with the necessity of establishing an adequate maintenance section. Many municipalities are plagued by the insularity and protectiveness that is traditional in the uniformed services, and the chief administrator may have to take measures to insure economic and efficient use of the communications function of the municipality.

In the municipalities that have established a public safety emergency communication center, the acceptance by the employees and the public and the over-all effectiveness of the center are rated as either very good or excellent. In terms of cost, using the prior systems as a base, the center is regarded as more than justified.

*Acknowledgements.* Grateful acknowledgement is made to the following persons who provided information for this report and reviewed a tentative draft: A. P. Hamann, city manager, San Jose, California; Heman B. Averill, director of administration, New Haven, Connecticut; A. E. Evans, city manager, and B. F. Demby, superintendent of communications, Miami, Florida; Robert B. Morris, village manager, Glencoe, Illinois; George E. Bean, city manager, Peoria, Illinois; E. J. Allison, city manager, Ogden, Utah; and Arthur S. Owens, city manager, Roanoke, Virginia.



Figure 2

# COMMUNICATIONS CENTER GLENCOE, ILLINOIS

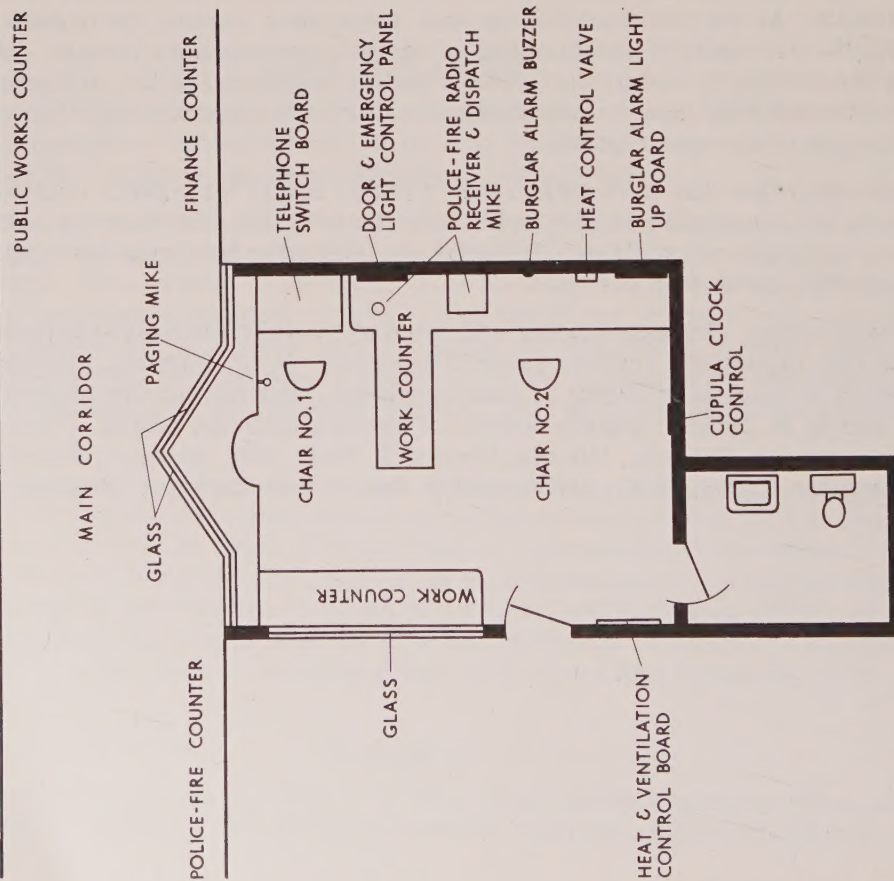
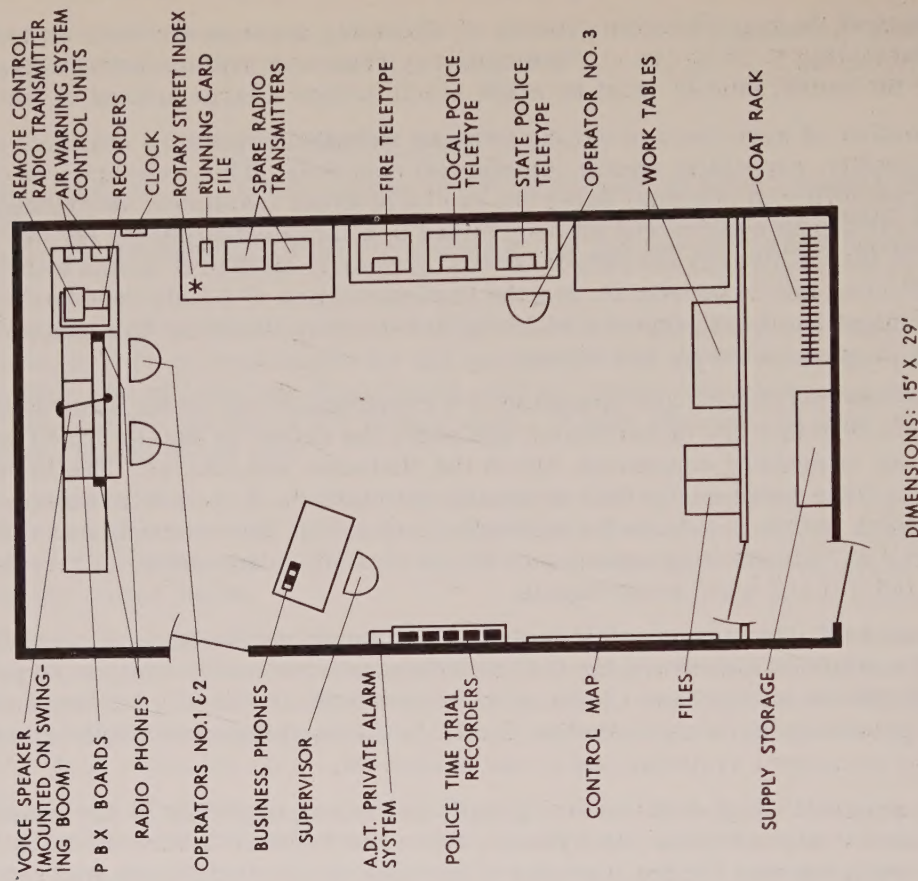


Figure 3

# EMERGENCY COMMUNICATIONS ROOM NEW HAVEN, CONNECTICUT





THE INTERNATIONAL CITY MANAGERS' ASSOCIATION  
1313 EAST 60TH STREET • CHICAGO 37, ILLINOIS

HIGHLIGHTS FROM THE 41st ICMA CONFERENCE  
BRETTON WOODS, NEW HAMPSHIRE, OCTOBER 5-8, 1955

November 10, 1955

The 41st Annual Conference of ICMA set an all-time high record with a total registration of 71 which is three more than attended the conference in Florida last year. The number of managers at Bretton Woods, however, was 54 less than last year--373 as compared with 427 in 1954 and 324 managers in 1953.

The purpose of this folder of conference pictures and the enclosed resume of conference sessions is to bring to all ICMA members, whether or not they attended the meeting, some ideas and practices that were reported by managers and others who participated in the sessions. Some managers may want to use the enclosed resume in preparing a report on the conference for their city council.

The general theme of the 41st Annual Conference was trends in city management practices. The presidential and keynote address by Ross E. Windom, St. Petersburg, Fla., on "Goals of the City Manager Profession" was followed by a panel discussion on Communication in Administration. Concurrent interest group sessions also were held on the first day on relations with employee organizations, performance budgeting in cities, and relations with the press, TV, and radio. These sessions were followed by nine concurrent population group sessions, and special sessions for county managers and for mayor-appointed administrators. The first day closed with another general session on "Training for Management."

On the second day general sessions were held on trends in municipal finance, personnel, and planning. A special session for the wives of managers on "The Role of the Manager's Wife" was attended by more than 300 managers' wives. Among the entertainment features provided at the conference were a farmers' night and barn dance, a movie and square dancing.

Among the sessions held on the last day of the conference was a general session on the integration of fire and police services and panel discussions on urban renewal, industrial development, and long-term planning for improvements. At the annual banquet Thomas H. Reed delivered the principal address on "Trends in City Management."



#### ICMA OFFICERS AND BOARD MEMBERS

Following the election of the president and five new vice-presidents for two-year terms, the entire ICMA executive board assembled for the above picture, with the exception of newly elected Vice-President Wayne E. Thompson, Oakland, Calif., who was at the conference but had to leave early. Front row (left to right): Executive Director Clarence E. Wiley; Past Presidents Don C. McMillan, Pasadena, Calif., Robert W. Flack, Durham, N. C.; newly elected President Russell E. McClure, Corpus Christi, Tex.; Immediate Past President Ross E. Windom, St. Petersburg, Fla.; and Past

Presidents Clarence H. Elliott, Kalamazoo, Mich., Leonard G. Howell, Des Moines, Iowa, and George E. Bean, Peoria, Ill. Top row (left to right): newly elected Vice-Presidents for two-year terms--Julian H. Orr, Portland, Me., Erbin E. Jones, Bartlesville, Okla., Warren C. Hyde, Edina, Minn., and Arthur S. Owens, Roanoke, Va.; and Vice-Presidents who in accordance with the recent change in the ICMA Constitution continue in office for another year--H. M. Crane, LaGrange, Ga., James F. Shurtleff, Medford, Mass., E. J. Allison, Ogden, Utah, James H. Wigglesworth, Lawrence, Kans., and Elder Gunter, University City, Mo.





## MANAGERS ATTENDING THEIR FIRST ICMA CONFERENCE

Of the 373 managers attending the Bretton Woods Conference, 80 were attending their first conference and nearly all showed up for the above picture which was taken immediately following a special session with ICMA officers and staff on Wednesday preceding the opening of the conference. The 80 newcomers were: CALIFORNIA: Hopkins, Redondo Beach. CONNECTICUT: Etlinger, Norwich; Flis, Farmington. DELAWARE: Gilmore, Smyrna; Over, Newark. FLORIDA: Marsh, Gulfport; Maxwell, Winter Park; Veeder, Fort Lauderdale. GEORGIA: Aull, Elberton. ILLINOIS: Meyer, Galena. KENTUCKY: Hettler, Owensboro; Kuhn, Ft. Thomas; Picklesimer, Pikeville. MAINE: Bowen, Wells; Brill, Fairfield; Carsley, Norway; Chick, Caribou; Ellis, Castle Hill; Gilbert, Camden; Haynes, Lisbon Falls; Judkins, Bath; Morency, Mexico; Morris, Warren. MARYLAND: Markland, Rockville; Reese, Montgomery County. MASSACHUSETTS: Barrett, Lowell; Courtney, Wilmington; Curry, Cambridge; McFadden, Danvers; O'Hare, Stoughton; Stilphen, Ipswich. MICHIGAN: Davenport, Marysville; Furton, Grosse Pointe Farms; Hanson, Cadillac; Jackson, Alpena; McNutt, Harper Woods; Pear-

son, Roseville; Short, Berkley; Thompson, St. Johns; Watchow ski, Lathrup Village; Wilson, Vassar; Yockey, Huntington Woods. MINNESOTA: Van Krevelen, Richfield. NEVADA: Gunn, Reno; Kennedy, Las Vegas. NEW HAMPSHIRE: Dillon, Claremont; McHugh Lancaster; Ripley, Newport. NEW JERSEY: Batchelder, Parsippany-Troy Hills; Fitzgerald, Clifton; Hatch, Mt. Holly; Urquhart, Cedar Grove. NEW MEXICO: Erwin, Santa Fe. NEW YORK: Belmont, Monticello; Turner, Auburn. OHIO: Anderegg, Amberley Village; Hance, Piqua; Hutchinson, Bedford; Thompson Middletown. OREGON: Clute, Oregon City. PENNSYLVANIA: Llewellyn, Newtown; Marsh, Lewistown; White, Carlisle. TEXAS: Clifton, Lubbock; Thompson, Borger. VERMONT: Elwell, Es Junction; Jacobson, Bethel; Nelson, Northfield. VIRGINIA: Bowen, Charlottesville. WEST VIRGINIA: England, Princeton. PETERSON, Clarksburg. WISCONSIN: Gardiner, Marinette; Schubert, Lake Mills. CANADA: Archambault, La Tuque; Chouinard Val d'Or; Given, Woodstock; Le Page, Seven Islands; Labrosse, Pointe Clair; Marcotte, Dorval; Orr, Niagara Falls.



The 300 wives of managers who attended the conference held a session of their own on "The Role of the City Manager's Wife" with a panel discussion composed of the wife of the ICMA President and wives of three Vice-Presidents. The panel members were (left to right): Mrs. Norman MacDonald, Presque Isle, Me., member of Local Host Committee; Mrs. Elder Gunter, University City, Mo., wife of an ICMA Vice-President; Mrs. Ross E. Windom, St. Petersburg, Fla., wife of ICMA President; Mrs. James H. Wigglesworth, Lawrence, Kans., and Mrs. H. M. Crane, LaGrange, Ga., wives of ICMA Vice-Presidents. (The wives of two ICMA Vice-Presidents, E. J. Allison, Ogden, Utah, and James F. Shurtleff, Medford, Mass., were not in attendance at the conference.) Managers' wives also held five population group sessions. Presiding over these sessions were Mrs. Hayward B. Carsley, Norway, Me., Mrs. Robert Baumburger, Superior, Wis., Mrs. Willard B. Moran, Shawnee, Okla., Mrs. Robert B. Morris, Glencoe, Ill., and Mrs. Samuel E. Vickers, Long Beach, Calif.



President Ross E. Windom, St. Petersburg, Fla., after delivering his presidential address at the opening session of the 41st Annual Conference of ICMA.



Discussion at five general sessions sultants and was based entirely on ques gested by members of the panel. The pa Management" (left to right): Henry P Mark E. Keane, Oak Park, Ill., chairma San Antonio, Tex. The panel at the bott posed of: Vance E. Dearborn, Dexter, M Hyde, Edina, Minn., chairman; John M. G of Pennsylvania; and Robert B. Morris Trends in Finance, Personnel, and Plann of Gerald W. Shaw, Greenville, S. C.; sultant; Irving G. McNayr, Springfield, Keithley, Palo Alto, Calif.; and Allen (center right) was composed of Robert rector, Philadelphia, consultant; David Springfield, Ohio; Carleton F. Sharpe, H reporter. The planning discussion panel field, Calif.; Dennis O'Harrow, Direc Bert W. Johnson, Evanston, Ill., chal Kenneth Thompson, Sarasota, Fla.



International City Managers' Association  
1313 East 60 Street, Chicago 37, Illinois

RESUME OF 41ST ANNUAL CONFERENCE SESSIONS  
Bretton Woods, New Hampshire, October 5-8, 1955

The total attendance of 771 at Bretton Woods exceeded by three the attendance at the St. Petersburg, Fla., Conference last year. Of this number, 373 were managers or 54 less than the all-time high of 427 managers last year. The first day of the conference, October 5, was devoted to get-acquainted events including a social hour in the afternoon and a "Welcome" meeting in the evening. The Local Host Committee composed of 10 New England managers and their wives welcomed the managers to the Northeast area and provided entertainment. Visitors from abroad and other distinguished guests were introduced, including Charles Barratt, chief administrative officer of Coventry, England; Walter Bauer, assistant to the director of the German Union of Cities at Cologne, Germany; and Dr. Thomas H. Reed, well-known national authority on municipal government and an honorary member of ICMA. Dr. Reed delivered the address at the annual banquet on the last day of the conference.

City manager representatives from 32 states, (chairman, vice-chairman or secretary of the state group of managers) held a special session on the first day. Each representative discussed briefly the purpose and program of his state group. ICMA Director Ridley reported on the results of his study of the 1954 attendance of managers at both state meetings and ICMA Annual Conferences, reported the location and date of the ICMA Annual Conferences for the next three years, and announced that a copy of the report prepared in 1954 by a special committee on the planning and conduct of regional and state manager meetings would be sent to the chairman of all state groups. The officers of the state groups then discussed methods of encouraging managers to become members of ICMA and to encourage them to attend their own state meetings and ICMA Conferences in larger numbers. They also discussed how ICMA can be of further help to state groups.

The formal opening of the conference came on October 6 when Vice-President Shurtleff of Medford, Mass., called on Harold McClintock, Webster Groves, Mo. for the invocation and then on President Ross E. Windom, St. Petersburg, Fla., for the presidential and keynote address. In discussing the "Goals of the City Manager Profession", Mr. Windom said in part: "Our goal is good government and we believe that the council-manager plan provides the necessary conditions and machinery. Effective management in our society cannot be dedicated toward any other goal. Good government also implies effective service to the people in the right amount at the right time and right place and supplied continuously and fairly, always improving in quality and performance and effective performance of municipal services in our democratic government is not possible unless it is also responsible performance." Mr. Windom then suggested in some detail how city managers individually in their cities and also through their professional organization can work for the attainment of these goals. His address will appear in Public Management for December, 1955.

Immediately following the presidential address was a general session on "Communication in Administration," with a panel of five city managers discussing questions



which had been submitted in writing by managers who had read a 3,000 word report prepared by the panel and sent out in advance. The full report of the panel is published in Public Management for October, 1955.

Three interest-group panel discussion sessions also were held on the morning of the first day. Running concurrently these sessions were: Relations With Employee Organizations; Relations With the Press, TV and Radio; and Performance Budgeting in Cities. These sessions were conducted by six-member panels of city managers with each member of the panel giving a short talk on his specific sub-topic after which all members of the panels discussed questions raised by the chairman. On the afternoon of the first day nine population group sessions met concurrently and at the same time the county managers and the mayor-appointed administrators had sessions of their own.

The first day ended with another general session on "Training for Management" at which panel members discussed how universities prepare men for city management, methods of selling the council on the need for an assistant, how the assistant can help the manager, and training department heads in management. In the evening the delegates were entertained by the Local Host Committee at a Farmers' Night and Barn Dance with most of the participants wearing farmer costumes. Each of the nearly 800 persons attending the conference received a gift package from the Maine Town and City Managers' Association.

Panel discussions were held on the second morning of the conference on trends in finance, personnel, and planning. At each session a consultant opened the discussion with a 15-minute talk on recent trends and current problems and these three talks are published in the November, 1955, issue of Public Management. Following the talk by the consultant a panel of managers together with the consultant discussed questions suggested by city managers on the conference questionnaire which was sent out last June. With 373 managers in attendance at each of these general sessions it was impossible to permit questions or discussion from the floor. The entire afternoon of the second day was devoted to recreation and tours. The showing of a movie was well attended while others played golf and still others drove to Cannon Mountain or some other nearby spot to get a closer look at the autumn foliage. The evening of the second day was devoted to the annual business meeting of ICMA and election of officers.

The last day of the conference, October 8, opened with three concurrent discussion sessions on finance, personnel, and planning with an opportunity for managers to ask questions which were answered by consultants or by managers in the audience. These discussion sessions were followed by a general session on "Integration of Fire-Police Services." In the afternoon three concurrent panel discussion sessions were held: urban renewal and rehabilitation, role of the manager and council in industrial development, and long-term physical and financial planning for improvements. Late in the afternoon there was a general session, "Conference Resume," at which Gerald J. Grady of the University of Maine delivered an address on "An Outsider's View of Managers in Action" and City Manager James R. Townsend, Greensboro, N. C., talked on "What Have We Learned and Where Do We Go From Here?"

At the annual banquet on the last day, Thomas H. Reed, long-time municipal consultant and former city manager and honorary member of ICMA gave an address on "Trends in City Management" which will appear in the December, 1955, issue of Public Management. Twenty-five year service certificates were presented by President Windom to six managers, the attendance cup was awarded to Michigan, and new officers were installed. Past President C. A. Harrell, Cincinnati, Ohio, presented outgoing President Ross E. Windom, St. Petersburg, Fla., with a gavel as the symbol of his office, and L. P. Cookingham, Kansas City, Mo., briefly reviewed the contributions to the city manager profession made by Executive Director Clarence E. Ridley over the past 26 years and expressed appreciation on behalf of all city managers to Mr. Ridley who had previously announced his intention to retire on July 1, 1956.



### General Sessions on Over-All Management

At three general sessions attended by all managers who were at the conference panel members presented short talks on various aspects of the problem and the remainder of the time at each session was taken up by discussion by members of the panel. The subject matter of these three sessions was: Communication in Administration, Training for Management, and Integration of Fire-Police Services.

Communication in Administration. Mark E. Keane, Oak Park, Ill, chairman. Panel members: Richard H. Custer, Kenosha, Wis., Steve Matthews, San Antonio, Tex., C. A. Miller, Saginaw, Mich., and Henry Rolfes, Jr., Helena, Mont. The entire session was devoted to discussion by members of the panel on questions which city managers had submitted in writing in advance. Such questions were based on a report which the panel had prepared and which had been sent to city managers about a month prior to the conference. This prepared report was neither read nor distributed at the conference.

The panel agreed that an effective system of communications from the manager upward to the council and downward to the administrative organization is one of the keystones of successful management. There are certain general principles of communication which can be universally followed, but many refinements in communications are the reflection of the individual personalities which are involved.

It was believed that managers should place themselves in the position of the council and the employees in order to visualize the effectiveness of the reporting system. Lengthy, cumbersome reports which are couched in technical language are ineffective and are seldom completely read and understood.

Communications directed to the employees should generally be made to sound as conversational as possible and such reports should be written for the educational level of the people who are to receive the communication. However, the presentation of basic policy should perhaps be set forth in more formal terminology.

It is very important for supervisors to be trained in the art of self-expression, and for the spirit to be inculcated in them that ideas should be passed upward in the organization. Horizontal communication among department heads and supervisors is also very important. One panel member felt that the department heads and supervisors should be encouraged to get together frequently for discussions of mutual problems, with recommendations resulting from such meetings being passed on to the manager.

The panel held an interesting discussion on the inevitable city hall "grapevine" and the use the manager should make of it. It was agreed that the manager should be sensitive to any "rumblings" of discontent or misunderstanding which are being passed along on the grapevine, so that he would be in a position to rectify the matter before any damage resulted. One manager stated that he used the grapevine on occasion to pass along compliments to employees when he did not wish to take such action openly.

It was agreed that it is the manager's duty to guide the council by making recommendations on all matters involving the administration. However, there are certain matters which are basically political in nature as well as explosive in character, and the manager will have to use his judgment in avoiding participation in such situations.

Training for Management. Warren C. Hyde, Edina, Minn., chairman; Vance E. Dearborn, Dexter, Me., reporter. Panel members: John M. Gold, Winston-Salem, N. C.; Robert B. Morris, Glencoe, Ill.; C. E. Perkins, Glendale, Calif.; and Stephen B. Sweeney, University of Pa. In a short talk on how the universities prepare men for city management, Dr. Sweeney pointed out that it was possible in the one-year graduate program only to provide educational background and some tools; that the classroom work



combined with field work and internship helps the trainees to relate book knowledge to practical problems of the chief administrator. Projects assigned to interns in various cities include preparation of forms and procedures for a performance budget, administrative analysis of a city's inspection procedures, and devising standards and procedures for program evaluation, and so on.

Mr. Morris, in discussing methods of selling the council on the need for an administrative assistant, emphasized that an assistant is a good bargain from the city's standpoint, and that for managers to spend a great deal of time on detailed work is a too expensive way of getting the job done. He suggested three specific steps by which a manager could convince the council on the need for an assistant. First, he would call the assistant an intern or trainee--the young man who is in training is paid only a nominal salary and is not an assistant manager. In the second place, he would prepare a written report to the council, describing the specific jobs the trainee would undertake and the conditions of employment, and thirdly, he would submit the report to the council sufficiently ahead of the budget so that the councilmen would be familiar with the intern idea when budget discussions are held. He pointed out that he had used this method over two years ago in selling the council in his community of 8,000 on the idea of hiring two trainees and that this year a third trainee had been added. They have capably performed a variety of jobs in all city departments and at low cost to the city.

Another member of the panel, Mr. Perkins, in discussing how the assistant can help the manager emphasized that an assistant can save the time of the manager, can help in doing a more thorough job, can help the manager by furnishing a second set of eyes and ears, and can represent the manager at meetings such as committee meetings, board meetings, and so on. He closed by saying that a well-staffed manager's office will do a better and cheaper job than will a rugged individualist who pulls all the strings himself, while he lasts.

Another aspect of the subject, that of training department heads in management, was discussed by Mr. Gold, who said that a city manager has two good reasons for wanting his department heads to be good managers themselves: First a department head who is a good manager turns out high quality municipal services that represent the ultimate purpose of municipal government, and second a department head who is a good manager also shoulders some burdens of the over-all city administration.

Informal training includes guidance by the manager in helping department heads to set good examples, in helping them with their most difficult problems, encouraging them to use tact, making checkups on specific failures in work performance, and so on. The more formal type of training would include group discussion courses where department heads can swap ideas and attitudes and learn how to work together as a team. Mr. Gold pointed out that the best discussion guide is the ICMA course in "The Techniques of Municipal Administration". He concluded by saying that formal and informal training result in turning out better work, sharing the objectives of top management, shouldering a part of the managerial burden, and help the manager to carry out his job of over-all management.

In the general discussion which followed, the panel agreed that the manager profession is old enough for the manager to feel that he is in a position to ask the council to employ an intern. It was felt that interns should be close enough to the manager to get real benefit from his day-to-day activity. He should also be allowed to spend considerable time in the line departments. The amount of time spent in staff activities (those where he can be of most benefit to the city) should vary according to the pay he receives and the length of the training period. It was felt that only limited responsibility can be given to an intern. The group concluded that the demand for interns and administrative assistants shows that cities are getting their money's



worth from the men. Mr. Sweeney said that managers could aid colleges to recruit able men for the graduate training programs at universities.

Integration of Fire-Police Services. H. G. Pope, executive director, Public Administration Service, Chicago, chairman; and Harold K. Schone, Oak Park, Mich. reporter, with short talks by George E. Bean, Peoria, Ill., and John A. Neale, chief engineer, National Board of Fire Underwriters. At the outset Mr. Pope pointed out that fire and police departments spend nine-tenths of their time on preventive work involving patrol, inspection, and public education. Integration he said means not only recognition of specialties but also acceptance of the concept of an enlarged and generalized patrol force.

In discussing factors favorable for integration, Mr. Bean expressed the belief that the Underwriter's standards for protection are too high for a city to finance without curtailing other city services, and that only about 16 per cent of the time of a fireman is spent in actual fire protection, and that the two-platoon system is a waste of time, manpower, and funds.

The NBFU, according to Mr. Neale, is not opposed to integration but he pointed out that complications might result from such factors as firemen being unionized while police are not, that in an emergency both fire and police departments are needed at the same time, that firemen traditionally work longer shifts than police, and that if a combined department is headed by a man who is primarily a fire chief the police service will suffer and vice versa.

Mr. Pope in concluding the session pointed out that Public Administration Service had recently published a report, "Police and Fire Integration in the Small City," and that a second report, entitled "A Frontier of Municipal Safety," would be issued this fall, both reports based on a comprehensive research study recently completed by PAS. He stated that while no conclusions could be drawn from the discussion, it was clear that before any community integrated its fire and police services a careful study would need to be made. The men in both departments as well as the council and manager would need to be sold on the plan before inaugurating it.

#### Current Trends in Finance, Personnel, and Planning

The "trend" sessions were general sessions and did not run concurrently. Because of this it was impossible to have questions from the floor. Discussion was limited to six-member panels, including a consultant. Each session opened with a 15-minute talk on current trends and problems by the consultant and these talks are published in full in the November, 1955, issue of Public Management. On the final day of the conference, however, the three trend sessions met concurrently for discussion from the floor. The summaries which follow are based on the discussion at both the general and concurrent sessions.

Trends in Finance. Irving G. McNayr, Springfield, Mo., chairman; Robert L. Duffy, finance director, Hartford, Conn., consultant. Panel members: Jerome Keithley, Palo Alto, Calif.; Robert E. Layton, Portsmouth, Ohio; Gerald W. Shaw, Greenville, S. C.; and Allen L. Torrey, Amherst, Mass., reporter.

It was believed that the trend is away from the property tax and that many states are providing more sources of revenue for cities and towns. A few cities reported a gross receipts tax on utilities as a good revenue producer. There has been a trend toward adoption of sewer service charges and in increasing service charges to people who live outside of the city. It was believed that some state-collected taxes could be better administered by the state but that part of all of such taxes should be refunded to the areas in which they are collected or on the basis of need.



The integration of social security with existing retirement systems met with general approval and some believed that social security should be provided in addition to the regular retirement system. It was pointed out that there is a trend away from separate fire and police retirement systems by requiring new employees to enter the central retirement system.

It was the consensus that in selling municipal bonds cities would have less difficulty if the threat to federal taxation were removed. The manager of one city, Kalamazoo, pointed out that his city was the only city over 50,000 which was on a pay-as-you-go basis with no debt but that the delay in the construction of a sewage plant cost the taxpayers \$3 million over a 20-year period.

In discussing the lease-purchase method of erecting government buildings it was pointed out that in Maine a state building authority builds and leases school buildings to municipalities and that this was purely a device to get around debt limits and that if assessed valuations were brought up to date there would be no need to use this method of financing. In closing the session the chairman pointed out that it would be of great help to cities if there were an exchange of financial statements, budget documents, and annual reports among cities.

Trends in Personnel. David D. Rowlands, Eau Claire, Wis., chairman; Donald C. Wagner, director of personnel, Philadelphia, consultant. Panel members: Harold R. Cheek, Springfield, Ohio; Robert L. Price, Ottumwa, Iowa; Carleton F. Sharpe, Hartford, Conn.; and John B. Wentz, Beverly Hills, Calif., reporter.

Of most interest to the group was the trend in fringe benefits which it was said really means "humane treatment of employees." While such benefits cannot be substituted for good salaries, it was felt they are often bargaining points. It was emphasized that management must keep employees aware of the cost of such benefits.

It was the consensus that a city should have a full-time personnel officer if there are 200 or more employees and that in smaller cities the administrative assistant to the manager might do this work. A formal job and pay plan is essential when a city has 100 or more employees and in some instances when there are fewer workers. The job and pay plan should be prepared by a consultant if possible but he should work closely with the manager and his staff to avoid obvious errors. An outside expert is more readily accepted by employees and the public and he also keeps the manager off the hook. Hearings should be provided to let employees air their views.

With regard to handling grievances it was believed that the procedure should be clearly spelled out, that all employees must know how the procedure works, that it should not be over-publicized, and that supervisors should be trained to handle grievances so that they can be settled as far down the line as possible. It was felt that many grievances could be avoided if the city has a good personnel program, a job and pay plan, fringe benefits, written rules and regulations, and good supervision.

It was the consensus that any grievance procedure should have a definitely spelled out terminal point or method of ending the controversy by some positive action. A record should be kept of the hearings and a dismissal action should be considered classified information unless the employee appeals in which case it becomes public information. A measure of good procedure is how many complaints get clear up to the top. Sometimes the personnel director who hears of the problem lower down can jump in and solve the problem and thus shortcut the whole procedure.

It was believed that police and firemen need not be paid the same rate. Police have greater opportunity for independent action and firemen generally do not put in as many hours of work as policemen. Performance ratings of employees should be used



also by the supervisor in talking directly with each employee with the idea of helping the employee to improve the quality and quantity of his work.

With respect to older employees whose retirement is not compulsory, it was suggested that a periodic medical review might be used to force retirement, but that if employees are physically fit the humane policy is to keep them on the job. Voluntary demotion to lesser duties often can be used to advantage or shorter hours can be assigned to such persons. A sound pension plan greatly minimizes this problem.

The manager probably should not hire department heads from out of town without the approval of the council. Most managers have a clear understanding with the council at the beginning of their tenure as manager. Specific job descriptions are helpful, especially when they can be used to demonstrate that no qualified local persons are available.

In discussing methods of keeping firemen busy it was suggested that day-time crews can be assigned to fire prevention work in their areas. Firemen also can inspect fire hydrants and maintain them, do painting jobs and maintain stations, re-finish furniture, and do special data gathering jobs in the field.

Among the incentives which can be provided for employees who have reached the top in their salary brackets are: training and periodic review of personnel for promotion, extra vacation for long service, more liberal sick leave allowance, control number of employees who reach the top step, have clearcut lines of promotion and encourage promotion as a means of getting more pay.

In discussion health and accident insurance, including medical, surgical, and hospitalization, a show of hands indicated that 8 out of 40 cities represented pay some of the cost and six pay all the cost.

In preparing personnel rules it was believed that all employees should have an opportunity to read and comment upon the tentative draft of the rules and that department heads also should be given an opportunity to participate.

In summarizing the session, Chairman Rowlands emphasized the need for positive personnel administration, pointed out that recruitment by merit is gaining, that administrators should know and publicize the cost of fringe benefits provided for employees, that modern and comprehensive personnel rules and regulations should be prepared and adopted, that a definite procedure for handling grievances should be put into effect, and that an outside consultant is desirable in preparing a job and pay plan.

Trends in Planning. Bert W. Johnson, Evanston, Ill., chairman; Dennis O'Harrow, director, American Society of Planning Officials, Chicago, consultant. Panel members: Wallace G. Arrowsmith, Wayne, Mich., reporter; C. Leland Gunn, Bakersfield, Calif., and Kenneth Thompson, Sarasota, Fla. In discussing services to suburban areas it was agreed by the panel that suburbs should pay and pay well for central city services and that persons living in unincorporated areas should not be provided with "free" services such as libraries, police, health, and so on. In discussing the continued isolation of school districts in municipal government it was agreed that municipal officials should encourage school officials to join in mutual planning, such as has been done in some areas in California and Michigan. With regard to mass transit it was felt that large numbers of persons will not use such transit unless it is greatly improved.

It was pointed out by Mr. O'Harrow that planning of cities will be greatly affected by rapidly increasing population and the increasing number of automobiles.



Other problems of the future will be an adequate water supply and taking steps to prevent suburbs from becoming slums. With regard to industrial development along the main highway it was pointed out that in one metropolitan area the city now needs a by-pass to pass the by-pass. It was pointed out that industry should be denied access directly to main highways. It was also stated that in the future more architectural control would be needed.

It was believed that the city manager could be an ex officio member of the planning commission if he is the only one, otherwise he had better not serve on the agency.

It was agreed that the trend is toward making planning a departmental staff aid to the manager and that an advisory citizen planning commission is a necessary and desirable adjunct. Citizen committees if properly used are excellent but the plan agency should be a permanent thing.

Subdividers should be required to set aside land for school sites. With respect to the amount of space to provide for parks, playgrounds, and open spaces, the consultant said 10 per cent of the gross land excluding streets or one acre per 100 people was a good goal.

With regard to business districts, it was pointed out that in towns over 50,000 population most of the downtown shopping is done by downtown workers or by competitive shoppers, while in neighborhood districts most of the shopping is "quick" shopping. The consultant believed that eventually all parking will be banned in downtown areas, both on and off the street.

In response to a statement that planners seemed to favor cul-de-sac streets, the consultant said it was not planners but mostly city engineers and firemen. Proper design with ample turnaround or loop streets can achieve the desired result.

The zoning ordinances of more than 300 cities now prohibit residences in industrial districts. With regard to nonconforming uses, cities should not let owners exceed the limit set by the ordinance. It is better to let the building decay and be torn down rather than permit expansion although such buildings should be kept in safe repair if used. It was felt that better land use and zoning ordinances would help prevent excessive pressure for variances. In the case of the pressure for zoning changes it is necessary for the manager as a leader to develop pressure on the other side and point out positive approaches and ways to get citizen and plan commission support to bolster the council.

#### Special Interest Group Sessions

Many of the topics suggested by city managers for discussion at the 41st annual conference, in replying to the conference questionnaire sent out in June, 1955, could be grouped under six major headings and for this reason the program committee scheduled six interest group sessions, the first three running concurrently on the first day of the conference and the second three running concurrently on the afternoon of the last day. Each session was headed by a panel of six city managers, one acting as chairman and one as reporter. The highlights of each session are reported below.

Relations With Employee Organizations. W. K. Willman, Pontiac, Mich., chairman. Panel members: J. D. Baughman, Joplin, Mo.; E. Royden Colter, Sarnia, Ont., reporter; Elmer R. Cross, Bloomington, Ill.; Richard Martin, Manchester, Conn.; and James T. Welsh, Teaneck, N. J.

Since city employees have the right to join any organization of their choice it was the consensus that managers should meet with representatives to reach an agreement



or understanding which may involve putting in writing matters which generally are covered by good personnel rules. It was felt that such recognition could not be exclusive, should not result in prohibiting employing nonunion members, and should not require an employee to join the union after he has been hired.

Concessions won in the private industrial field would sooner or later affect municipal employee relations. A city, for example, must compete with wages and salaries paid for comparable work in private industry. In one city during the negotiations on pay matters municipal officials met with industrial labor representatives in local industries and compared notes regarding working conditions and pay policies with the result that the wage schedules were brought as closely as possible in line with pay rates in private industry.

It was pointed out by one panel member that among the procedures a city should follow in bargaining with employee groups is first of all to keep the employees well informed about the city's finances. Police and firemen generally make group demands regarding pay while inspectors and office personnel present individual demands. Some cities have restrictions on bargaining procedures such as a law or ordinance prohibiting strikes. Other factors in the bargaining procedure depend on how long the city has bargained with local groups, and also any local legislation or court decisions which may affect the procedures.

It was agreed that all employees should be invited to help in the preparation of personnel rules. In one city a tentative draft was distributed to all employees and several hearings held for comments and suggestions before the rules were put into final shape for adoption. Employees likewise should be fully informed on specific procedures regarding the handling of grievances.

The manager of one city reported that last year four unions representing the police, fire, public works, and utilities departments had been granted a union shop on their request, the unions accepting responsibility for improving the abuse of sick leave privileges. It was agreed by the management of the city that job classifications with complete job descriptions would be developed and adhered to with regard to promotions based not alone on seniority but on a combination of seniority and qualifications instead of only seniority as in the past. One year experience with the union shop in this city showed no appreciable changes in sick leave absences, but the union made no objection to basing promotions on qualifications. It was reported that on the whole the union shop has not been particularly successful although the problem of discipline has been minimized to some extent because the unions feel that they do not want discredit on their group because of the shortcomings of a few.

It was the consensus that all positions should be advertised but that if an employee in the service was better qualified than any outside applicant he should be given preferred consideration. It was also believed that any municipal employee involved in any service or construction contract with the city should terminate his employment, that a city should negotiate with employee unions with the full understanding and agreement with the city council, that the city manager should attend meetings of unionized employees at which contracts are negotiated as there is no single factor in the operation of a city that has a greater effect on the municipal budget than the cost of wages and fringe benefits. Details, however, should be taken care of by the personnel officer or other employee close to the manager. It was felt that supervisory employees should be restrained if possible from belonging to the same organization as their employees.

Relations with the Press, TV, and Radio. John J. Desmond, Milford, Conn., chairman. Panel members: V. A. Basgall, Junction City, Kan., reporter; Charles Brazil, Port Arthur, Tex.; Jack Tallent, Meridian, Miss.; Ira F. Willard, Alexandria, Va.; and Frank A. Winsted, Ponca City, Okla.



Good press relations are based on mutual confidence between the manager and the reporter. The city should provide a good place for the city hall reporter to do his work and have an agreement as to a regular time for interviews. Department heads should be permitted to release routine news stories with other stories to be reviewed by the manager before release. Most managers said reporters are invited to executive sessions of the council but generally they do not attend.

It was felt that it is not desirable to give the press copies of all reports the manager submits to the council, especially reports on such matters as proposed purchase of land, because of the possible effect that it might have on prices. The reporters, however, should be kept fully informed on city news even if it is not ready to release, so that they might have background material. Reporters generally respect such confidences.

There was no agreement as to the best method of releasing news where there are competing medians such as radio and TV. Best methods of presenting information to the public include news commentaries by the announcer and group or panel discussions on radio or TV. It was believed that programs should be timed when they have the greatest news value, such as information on bond proposals just prior to the referendum. The manager of one city said that programs should be studio-edited.

It was believed that a radio or TV program should not exceed 15 minutes, that the program should be from scripts prepared in advance, that broadcasts during evening hours are preferred, and that citizens should be given the what, where, how, why, and who.

It was suggested that managers should become acquainted with the editor or managing editor of the paper and should know the policies of the newspaper, that he should gain the confidence of the reporter assigned to the city hall, that the reporter should not be kept in the dark on a good news story, and that managers should assist the reporter in obtaining news.

Performance Budgeting in Cities. Samuel E. Vickers, Long Beach, Calif., chairman  
Panel members: Robert D. Heitsch, Jr., Mt. Clemens, Mich.; Samuel Leask, Jr., chief administrative officer of Los Angeles; John L. Scott, Park Forest, Ill., reporter; Russell W. Rank, Pueblo, Colo.; George C. Shannon, Anchorage, Alaska. A program or performance budget was defined as one prepared and presented in such a manner as to place the emphasis on the services, activities, or projects to be accomplished. This type of budget was believed to be a useful tool in management in getting work done. This approach makes easier the job of the manager in explaining to his council and ultimately to the citizens what it is that the city needs to do and how he proposes to get it done.

The manager should require Department Heads to justify their budget requests. This may be nothing more than a narrative description of the work to be performed. Where units of work are definitely measurable, the budget should be expressed in terms of man hours or unit cost. Units of service should be determined wherever possible, even in non-measurable items, such as number of accounts handled, number of services billed, etc. When units of service cannot be used the work program of the department can be described.

The man-hour approach to performance budgeting was pointed out as having three advantages--simplicity, uniformity, and economy. In Los Angeles it has been found that the man-hour approach provides a stable basis for comparisons and also for forecasting personnel requirements in relation to estimated workloads. Another advantage of the man-hour approach is that it does not require the installation of an elaborate cost accounting system. One member of the panel pointed out that cost accounting is



useful in connection with the performance budget but it can be used only for activities in which units of work can be counted or results can be measured, such as the operation of institutions, management of utilities, and the construction, maintenance, and operation of public works.

It was the consensus that the results of performance budgeting justify the effort required to prepare and use such a budget. Before effective use can be made of a performance-type budget it is necessary to organize city operations according to function and to require detailed reports of operations from department heads. It is the responsibility of the manager, in getting department heads started on performance budgeting, to show them that it is to their advantage to use this type of approach in order to justify their budget requests. The manager must realize that department heads and their assistants have probably been using the performance budget approach in many instances without calling it by that name. It was believed that performance budgeting can be sold to the city council by providing a supplementary budget with line items along with the performance budget, at least for the first year, so that direct comparisons can be made.

Urban Renewal and Rehabilitation. C. A. Harrell, Cincinnati, Ohio, chairman. Panel members: Roger L. Creighton, planning director, Portland, Me., consultant; F. R. Coop, Inglewood, Calif., reporter; Robert D. Morrison, Lynchburg, Va.; Robert C. Violette, Portsmouth, N. H.; and J. A. Willman, Columbus, Ga. The objective of urban renewal and redevelopment, Mr. Creighton explained, is to eliminate and prevent blight and all of the evils it brings. He said that there are four broad groups of tools that can be used by cities: (1) police power tools--housing codes, zoning ordinance, building code, public safety; (2) eminent domain tools--state granted power of eminent domain for urban renewal and state-granted municipal eminent domain for obtaining land for schools, streets, etc.; (3) financial or action tools--capital budget items, street rehabilitation, schools, parks, and so on, and service items such as garbage and rubbish collection; insurance and loans and mortgages; and public housing; (4) social and moral tools--churches, social agencies, community and neighborhood organizations. It was felt that the planning agency in all except the largest cities should prepare detailed plans for urban renewal. The program should be carried out through the coordination provided by the city manager.

Assistance in clearing slums and slum-blighted areas is provided by the federal government under the housing act of 1949 as amended in 1954 and 1955. Preliminary and final advances of funds are made to undertake surveys and plans for a particular project, such funds to be repaid with interest out of any moneys which become available to the community for undertaking the project. When the planning work has been completed and the project has been approved as feasible the federal government may make capital grants up to two-thirds of the aggregate of the net project costs and the city provides the remaining one-third either through cash or noncash assistance. Federal funds also are available for carrying out redevelopment projects such as for the acquisition of land and for work necessary to make the land available. To obtain federal help it is necessary that the city create a housing authority or redevelopment agency, confer with the HHFA in regard to possible programs, make a request to the federal agency for a project reservation based on \$150 for each substandard dwelling in the community, submit plans to the federal government six months after reservation has been made, make application to the federal agency for funds for surveys and plans to prepare the project.

A local housing code was suggested as an effective tool in fighting excessive deterioration and in keeping dwellings in a more livable and safer condition. The housing code regulates existing dwellings and requires rehabilitation of existing housing. The adoption of such a code in one city resulted from the tentative work done by four womens' civic clubs, and after it was adopted the property owners listed their



property for inspection by the city building inspection department and asked for guidance in compliance with requirements of the code.

It was the consensus of the group that many cities can get good results by encouraging private action on rehabilitation, such as getting business owners in the center of the city to renew or remodel their buildings. The city at the same time, however, must evaluate local ordinances and make renewal as desirable and as economical as possible. A city it was felt can encourage sound development of new residential areas by adopting and enforcing adequate controls. In downtown business areas the greatest obstacle is the difficulty of making changes in zoning regulations such as changing former residential areas to business districts.

The Role of the Manager and Council in Industrial Development. Russell E. McClure, Corpus Christi, Tex., chairman. Panel members: Joseph R. Coupal, Jr., Bangor, Me.; N. G. Damoose, Ypsilanti, Mich.; John E. Dever, Two Rivers, Wis.; Arthur S. Owens, Roanoke, Va.; and Ervin L. Welch, Kettering, Ohio, reporter. The chairman stated at the outset that according to press reports \$27.3 billion is being spent this year on industrial expansion. Many industrially attractive areas, he said, have found that give-away gimmicks are not needed to attract sound companies, but that cities that are prepared to offer sound long-term inducements to industry have found that companies do not need subsidies. Such inducements include expanded schools, libraries, streets, and sewage plants.

It was the consensus of the group that the manager and council should assume a vigorous and leading role in industrial development of their city where such development is desirable and consistent with the character of the community. It was pointed out, however, that it generally is unwise for a city to try to attract an industry away from another city; the preferred plan is to try to get new companies or to get large companies to build new branch plants -- in other words to try to promote new industries rather than to steal a business from another city.

Tax concessions it was felt should be avoided because industries acquired in this way are likely to be unstable. Industry must be prepared to carry its share of the tax burden in the same proportion that it enjoys tax-supported services if a city is to expand and grow in a healthy manner. Any industry that requires tax concessions or municipal credit may be considered a marginal industry and its value to the community is questionable.

Before a city undertakes to obtain new industries it should make a survey to ascertain which types of industry might be attracted. The city should be ready to provide prospective new industries with factual data. Chairman McClure pointed out that two reports issued by the U. S. Department of Commerce within the past year would be helpful to cities; one of these reports is entitled "Organized Industrial Districts-- A Tool for Community Development" and the other "What Will New Industry Mean to My Town?"

It was the consensus of the group that single-industry cities should attempt diversification because dependence on one industry might lead to a serious economic situation and also may hamper independent action by municipal officials in the development of the city. Several managers in the group reported that when a large new industry comes to a city the officials should be ready for a rapid increase in population and all the accompanying problems connected with utility expansion, subdivision control, increased vehicular traffic volume, and rezoning for commercial areas, and also a sudden pressure on the city treasury for payment of all of these improvements.

Other conclusions reached by the discussion were that it is undesirable to use municipal bonds for industrial development purposes; that a private industrial



development corporation if properly organized can be highly successful and can do things which local government cannot do; that the council and manager should inform the citizens of the probable effect of industrial expansion on the city and on the tax levy; and that city officials should know in advance what the effect will be on the provision of local services such as sewerage service, water supply, need for air pollution control, and so on.

In summarizing the session, Chairman McClure pointed out the need for making a realistic appraisal of resources available that can be economically used by industries. He said that it is necessary to obtain community understanding of all factors involved in industrial development, both good and bad practices, and under council leadership and direction to assist in development of a sound long-range program for industrial growth integrated with the city's comprehensive plan. He pointed out that the discussion at the session had emphasized that a city manager should have a good concept of all the elements that comprise sound community growth including those that attract new industrial development. It is one more facet in the total job of municipal management.

Long-Term Physical and Financial Planning for Improvements. Horance H. Edwards, Richmond, Va., chairman. Panel members: Donald H. Blatt, Quincy, Mass.; Herbert D. Fritz, Lexington, Ky., reporter; A. T. Lundberg, Arlington Co., Va.; Julian H. Orr, Portland, Me.; and Robert B. Weiss, Windsor, Conn.

It was agreed at the outset that the manager must take the leadership in long-term programming and that he needs the assistance of the city planning agency, of all the department heads, and of any citizen committees which are created. The citizen committee it was felt would serve a useful purpose in studying various problems and in determining public opinion; it could in fact promote citizen approval for a specific project. It is necessary, however, to keep such committees on an advisory basis and to define clearly and limit the scope of their work; such committees would disband when their job is done.

A long-term capital program must be based on detailed plans and the determination of priorities. Improvements and methods of financing during recent years must be studied as a basis for the future, and when all of the information has been compiled it is necessary to persuade the city council of the value of long-term programming. When this has been done the manager should assemble a list of capital improvement projects needed by the city, make a study of the city's financial capacity to meet such needs, lay out a detailed program which will meet the city's needs within the funds available, and finally make a recommendation to the city council so that it can be considered in connection with the adoption of the next annual budget. It is important in presenting the program to the council and the community to avoid any concept of a static list of projects.

It was believed highly desirable to integrate long-range programs with similar programs of other governmental agencies in the area such as with the state highway department on streets, the county on airport facilities, and with various other agencies such as the health and school districts, sewer districts, libraries, and hospitals. In other words, the attempts by all agencies in the area to meet the need for public improvements must be coordinated with regard to the location, use, and financing of the various projects.

In discussing the techniques of revenue forecasting and capital budgeting it was suggested that as many capital items as possible be included in the current annual budget. A second approach involves projects to be financed by borrowing and a third source of funds may be called surpluses or windfalls. Tax collections, for example, in prosperous years may exceed estimates, and windfalls may come from such sources as



unused appropriations for snow removal or for items which did not materialize or from the sale of real estate.

It was believed that even small cities and towns should develop long-term plans and use citizen advisory committees at the outset to stimulate planning consciousness. This will lead to the creation of a planning agency if the town does not already have one. The next step is to engage a consultant to develop a general plan and to work on zoning studies and other special problems. It was felt that community planning is as much a management function as budgeting and that it is up to the manager to initiate a long-term program.

It was believed that priorities should be determined finally by the council upon recommendation of the planning agency and the manager. Motor and other equipment should be purchased from current funds if possible rather than from bond issues, fiscal programs should be related to legally available revenues, and self-liquidating projects should be included in the bond program.

#### Population and Special Group Sessions

City managers spent part of the afternoon the first day of the conference in nine concurrent group discussion sessions based on the population of their cities with each session attended by about 40 managers. At the same time the county managers held a session of their own and for the first time at any ICMA conference a special session was held for mayor-appointed administrators.

Cities Under 4,000 Population. C. B. Niemeyer, Fairhope, Ala., chairman and Ralph Irving, Ellsworth, Me., reporter. Of most interest was how to find time to do the management job. Methods included meeting with department heads every morning, allocating responsibility to administrative employees, marking the calendar for appointments, and delegating work. A show of hands revealed that most cities in this group have from 10 to 20 full-time employees.

The next question of most interest was methods of keeping the public informed. One half of the cities represented publish annual reports. Other methods included a semi-monthly report mailed to leading citizens and a weekly news report prepared by the manager. It was felt that the manager should not write a weekly report for the paper, that this should be done by newspaper reporters.

In discussing subdivision problems it was agreed that cities should not subsidize private enterprise and that subdividers should be required to install utilities and put up performance bonds. With regard to financing sewage treatment facilities, it was agreed that different rates should be charged to seasonal users. Some small cities reported success in obtaining engineering services from either the county or state governments. It was the consensus that most small cities are not equipped to do force account work on pavement construction, but should let it out on contract.

Cities Between 4,000 and 6,000 Population. Gordon E. Olson, North St. Paul, Minn., chairman, and Arthur Lowther, Golden, Colo., reporter. Most cities in this group supply utility services to outside fringe areas and charge higher rates. On the next subject, cooperating with local school systems, it was found that 10 cities in the group cooperate closely with the school superintendent and school board. Some cities divide the cost of providing recreational programs and a few cities plow snow from school roadways or facilities. It was generally agreed that in most cities there could be much closer cooperation between city and school officials.

Another topic of interest was methods of obtaining removal of substandard houses --a problem with which nearly all cities in the group were concerned. One manager



reported that his city refuses to provide utility services to substandard homes. It was agreed that substandard buildings reduced property values in an entire neighborhood. In some states a city may order repair or removal of homes after notification to the owner.

Most cities have zoning ordinances but less than one-half had subdivision control ordinances. It was the consensus of the group, however, that all cities should have both types of control and that a good land use study should be made before adopting zoning controls. Only one city represented in this group reported having a full-time city engineer with most cities using part-time services of engineers who serve several cities. While six managers in the group were registered engineers it was the consensus that a manager should not be expected to perform engineering services.

On the final topic, the adoption of personnel rules and job and pay plans, it was agreed that every city should have personnel rules and also job and pay plans.

Cities Between 6,000 and 9,000 Population. Robert H. McGregor, Whitehall, Pa., chairman, and A. F. Glassford, Plymouth, Mich., reporter. The topic of most importance was best methods of purchasing municipal insurance. It was felt that local insurance agents often are unable to cope with engineering and service problems. It was agreed that handling insurance through one underwriter is preferable to a number of agents or companies, that mutual insurance is gaining wider acceptance, that insurance should be bought on a competitive basis, that the city should promote employee safety programs, and that the city should be certain that it is not over-sold on insurance.

With respect to volunteer fire departments, it was the consensus that the fire chief should be responsible to the manager, that an income and expense statement should be submitted to the manager when the annual city budget is prepared, that a plan of inter-community cooperation with nearby towns should be agreed upon, that a continuous in-service training program is essential, that a few full-time city employees provide the nucleus for the volunteer organization, and that the city should pay all costs with no fund-raising campaigns by volunteers.

With regard to fringe benefits, it was the consensus that full-time hourly employees should receive the same benefits as salary employees and that long-tenure employees should be given longer vacations. Nearly all cities represented in the group have integrated social security with their retirement plans. A number of managers reported pressure from employees to provide work uniforms.

Managers in this group agreed that zoning ordinances should require off-street parking in connection with new construction. One city reported success in having merchants acquire land which was deeded to the city and the city provided improvements and lighting. Another city leased the land and paid the owner a percentage of the cost from revenues and another city used special assessments for acquisition of parking space.

A discussion of employee activities revealed that half the cities represented have Christmas parties for employees, that some cities have employee picnics in the summer, but in most cases such events are not financed by the city. Some cities reported that good morale building activities include a news letter for employees, joint in-service training with other nearby cities, and granting service awards for long tenure.

In cities where the mayor does not take the leadership in policy determination it was felt that the manager must make more effort to encourage other councilmen or the council as a whole to take leadership in coming to decisions. The manager should give information to newspapers in the name of the mayor with the mayor's approval.



Cities Between 9,000 and 12,000 Population. Hale A. Guss, Northampton, Pa., chairman, and R. V. Terrill, Grand Haven, Mich., reporter. Best methods of solving the parking problem were of most interest, and it was the consensus that cities must provide adequate off-street parking in the downtown business district, at least from the point of view of the merchants who compete with suburban shopping centers, and if this policy is adopted cities might use either special assessments and revenue bonds, or parking meter revenue and revenue bonds, or some combination of these two methods.

Another problem was methods of financing street and sidewalk improvements and it was the consensus that except for intersections and arterial streets the general practice is to use the special assessment method. Five cities reported that they paid more than 20 per cent of street paving costs. One city obtains bids annually for curb and sidewalk improvements on a unit basis without knowing exactly how much work is to be done. Nearly half of the cities represented in the group require subdivision developers to install most of the street and utility improvements.

With respect to handling racial problems at recreation facilities it appeared that segregation is still predominant in most areas, although the managers of two cities reported that after the first flurry of agitation against mixed bathing the practice was continued without opposition. Several cities in the south have built separate pools for Negroes and have set aside certain days for Negroes to use municipal golf courses.

The final topic was methods of purchasing insurance and it was the consensus that competitive bidding is useful in buying workmen's compensation and liability insurance on motor equipment with savings as high as 55 per cent being reported.

Cities Between 12,000 and 18,000 Population. A. V. Aronson, Escanaba, Mich., chairman; J. Oliver Armstrong, Asbury Park, N. J., reporter. A problem of interest to this group of 40 managers was best ways of controlling nonconforming uses in zoning. If zoning appeal boards tend to allow nonconforming uses, the members of such boards should be called together by the appointing authority and informed of the consequences of such actions and the need for effective control.

Where nonconforming uses seem desirable cities should issue permits for a period of one year with renewal if conditions warrant continuation. One manager reported that building inspectors can help in stopping violations. It was also suggested that present nonconforming uses should be required to comply with the ordinance within five years or other specified time. It was the consensus that no additions, alterations, or repairs should be permitted in the case of nonconforming uses.

In discussing methods of reimbursing subdivision developers and individual home owners for construction costs of watermain extensions it was felt that the developer should pay such costs on the basis of a six inch line and the extra cost for larger pipelines being paid for by the city. Another problem faced by every city in the group was how to enforce the cleanup of vacant lots and parking strips and it was the consensus that the best practice is to notify owners regarding the condition and if it is not corrected within a reasonable time the city should do the job and charge the cost to the owner.

The use of citizen advisory groups was thought desirable in selling the public on various proposals, but the idea should not be overworked. Sometimes when the council is slow in reaching a decision on a project local citizen groups will form their own committee on the project and put pressure on the council.

The managers of five cities with large military installations within or near their boundaries were confronted with many difficult problems. These questions were



not answered but it was felt that in both instances the manager should make studies and recommendations to the council for their solution.

Cities Between 18,000 and 24,000 Population. C. L. Lineback, Salisbury, N. C., chairman, and Robert H. Harp, North Adams, Mass., reporter. The discussion started off on the question of whether a city should own and operate mass transit facilities. It was the opinion of the group that cities should operate such facilities only if no other alternative is possible. One manager reported that special transit commissions in New York and Wisconsin had recently issued valuable reports on this subject. Turning to the use of citizen advisory committees, it was believed that such groups are especially helpful in initiating or promoting specific projects but that it should be clearly understood that they are purely advisory and that they are to be discharged when their work is done.

With respect to providing city services in fringe areas one city reported success with requiring the application of subdivision regulations in the outside fringe areas similar to the city regulations before water and sewer services are provided. Such a plan it was believed would help greatly to avoid the creation of slum areas in adjacent unincorporated areas. It was found that many cities charge water rates from 30 per cent to 100 per cent more than city rates for outside service. It was felt that cities should give more attention to setting up controls in the rapidly growing fringe areas, especially those outside the city, in order to avoid the creation of slums and burdensome costs at a later date.

In discussing refuse collection and disposal methods it was believed that for proper landfill operation a city needs one acre per 1,000 persons. Other developments reported were the creation of a refuse collection and disposal authority serving five Michigan cities. Refuse collection rates varied from \$1 per month per family unit to \$30 per month for commercial units. One city, Santa Cruz, Calif., reported excellent results with the use of two-way radio on refuse trucks in order to provide better response to complaints.

Considerable interest was shown, in discussing handling of motor equipment, in the methods used by Santa Cruz, Calif., where the city owns the equipment and the local dealer maintains cars and trucks at a flat rate per mile, the city having 22 passenger cars, 30 pickups, and 8 motorcycles under such a maintenance agreement.

Cities Between 24,000 and 35,000 Population. Ray Case, Grand Forks, N. D., chairman, and Wilfred A. Iaking, Ferndale, Mich., reporter. Managers of one-fourth of the cities in the group reported that one-man police cars are used exclusively and 14 other cities use a combination of two-men and one-man cars, the two-men cars being used chiefly on night shifts. With regard to financing off-street parking, 11 cities use parking meter receipts exclusively, while others use some type of bond issue.

In discussing civil defense there was general agreement that the manager is in effect the civil defense director, whether he wants to be or not. It was the consensus that the public generally is apathetic on the civil defense question, and that the best method is to develop a broad disaster program which provides for auxiliary firemen and policemen for rescue and demolition work and an organization which can go into action on short notice in the case of any disaster. Thirty-five cities, or nearly all of the cities in the group, require the subdivider to pay not only for sewers but also water and street paving with the city paying the extra cost for oversize mains.

More than one-fourth of the cities in the group have administrative assistants, and seven others indicated they would like to have one, and about one-half of the managers have no assistant. It was believed that a good assistant would prove useful and if the plan was once started it could be sold to the council. With regard to



independent boards, it was believed that such agencies are undesirable and that over a long period of years they should be changed to advisory status wherever possible.

Cities Between 35,000 and 60,000 Population. Cornelius Bodine, Jr., Rock Island, Ill., chairman, and Del Green, San Angelo, Tex., reporter. The first topic was advertising on public property and it was the consensus that the use of parking meters and bus-stop benches for advertising purposes was a misuse of public property and that this practice should also be opposed on aesthetic grounds. With respect to bus transit systems, all except one city was concerned with this problem and it was the consensus that if bus service is to be continued the city would either have to subsidize the private company or take over the operation of the system.

It was believed that bus transit should be provided and that the city must help to find a solution. One city of 50,000 has given the bus company a five-year cost-of-service contract of 5 per cent over expenses. In many cities bus companies have reduced service and increased fares. A show of hands indicated that about one-third of the cities control routes and fares. It was suggested that the transit problem involves both parking and cars and that moving people is the most important problem.

Another subject was the city manager's role in selling bond issues and some managers believe that after the council has given approval to the bond issue the manager could provide facts and make talks in favor of the issue, but under certain circumstances it was felt that the council should carry the ball. Sometimes it is most effective to set up a citizens' committee to do the job. There was no agreement on the best methods of financing sewage treatment plants but the most general practice seemed to be revenue bonds retired from sewer service charges. In some instances some of the cost especially for a new plant, is financed from general obligation bonds.

In discussing a community television antenna system the manager of one city, Portsmouth, Ohio, reported that his city will franchise a company, and Dubuque, Iowa, already has franchised two concerns. Eugene, Ore., has given a franchise to a local concern which charges \$150 per connection.

With respect to the use of an auxiliary police force, one-half of the cities reported having such a force. It was believed that such police should be directly under the police chief, although several cities indicated that the auxiliary police were connected with the civil defense organization and reported directly to the city manager. One manager reported that such police are very effective at parades, handling extra traffic loads at other times. One-third of the cities reported having auxiliary firemen, generally in connection with civil defense.

Only one out of eight cities provides emergency ambulance service. To prevent funeral homes from answering calls, one city provides that there can be no soliciting of such business within 100 yards of the accident or other location where ambulance service may be needed. Several cities provide emergency ambulance service through police patrol cars which are equipped for this work. Other cities have a certain company to provide ambulance service, some assign it to the fire department, and in others it is provided by hospitals.

Cities Over 60,000 Population. R. M. Hoisington, Sioux City, Iowa, chairman, and William H. Carper, Raleigh, N. C., reporter. The topic of most interest was the possibility of using public emergency telephone alarm systems in fire and police work in place of the old type telegraph system, but no city represented had had experience with this new plan. It was believed that the National Board of Fire Underwriters eventually would approve the telephone-type system but that the telegraph type system might be continued in high-value areas. Interest was also shown in radio-type and micro-wave systems.



Rates charged for municipal services provided to unincorporated urban areas by the central city, it was felt should be sufficiently high to cover the full cost of providing the service. Some cities do not supply sewer service outside the city. The managers of several New Jersey cities reported regional water supply and sewerage systems.

To promote cultural activities it was suggested by one manager that a city should be able to raise taxes to cover such activities. Several cities reported that subdivision developers were required to pay a certain amount, such as \$100 per acre, for the acquisition of sites for public schools...There was considerable interest in auxiliary police forces and it was the consensus that such police are helpful if they are properly organized and trained and subject to direction of the police chief.

County Managers. Howard J. Sears, Charleston County, S. C., chairman, and J. Harry Weatherly, Guilford County, N. C., reporter. Of most interest was the elimination of duplication of services provided by cities and counties. It was felt that the counties could best provide such countywide services as health, welfare, juvenile and domestic relations courts, superior courts, and that often contractual relationships between the county and city are feasible and desirable. It was the consensus also that joint city-county action was desirable with regard to planning and zoning matters in metropolitan areas and especially in unincorporated fringe areas of cities.

With respect to special tax districts it was believed that such areas often are necessary and desirable, although there was some disagreement. There was strong feeling, however, that if such districts are established they should not have independent governing boards but should be governed by the county board. A discussion of social security coverage for county employees indicated a variety of practice but the general trend is toward integration of state and local systems with social security.

Mayor-Appointed Administrators. Charles J. Fox, Boston, Mass., chairman, and Donald E. Dunn, Moorestown Township, N. J., reporter. This was the first session of this type held at any ICMA conference. Attending this session, in addition to the chairman and reporter, were the following mayor-appointed administrators: Daniel F. Carmody, Hoboken, N. J.; Howard M. Down, Vineland, N. J.; John S. Flockhart, Newark, N. J.; Samuel Leask, Jr., Los Angeles, Calif.; David R. McGuire, New Orleans, La.; and a council-appointed administrator, Charles Barratt, chief administrative officer, Coventry, England.

The topic of most interest was the extent of the administrator's powers and responsibilities. In Boston the administrator acts as the mayor's chief of staff and prepares the budget, reviews and approves all personnel changes, and makes studies of the administration of all departments. In New Orleans he appoints some department heads subject to the approval of the mayor, is the chief budget officer of the city, and represents the mayor at most council meetings. In Hoboken he is concerned mainly with the budget, purchasing, and personnel. In Vineland, N. J., the administrator spends a great deal of time in preparing the budget, handles purchasing, and also personnel, but he has little or no appointing authority, such matters still being largely handled by the council. He is directly in charge of all utilities.

In Los Angeles the operating departments have plural executives--a five-man citizens' commission and a department head who is under civil service and cannot be removed. The councilmen are full time and meet daily, and the mayor has veto power over council actions. The CAO prepares the budget which the mayor submits to the council, and he has the power to make investigations. The council cannot act on appropriations or personnel changes without recommendation of the mayor and 93 per cent of his recommendations are approved by the council. In Moorestown the CA is appointed



by the council as a whole rather than by the mayor, and he is an integrating agency assisting the council as a staff officer in its relationship with department heads, advises the council on policy matters, personnel, budget, and so on. Much of his time is spent on planning, zoning, and subdivision problems.

In New Orleans the CA has general direction of 12 mayor departments and he uses weekly staff meetings on general policy matters to get modern methods adopted and also to get cooperation from department heads. More effective are individual conferences with two or three department heads concerned on specific problems. He always makes it a point to get the joint thinking of department heads on new ideas before going ahead. In Boston the CA is head of the administrative services board which is composed of the personnel director, purchasing agent, city auditor, and treasurer-collector which meets once a month.

The CA from Coventry said there was much similarity between his position and the CAO's here and that the main problem has been the independence and isolation of the departments because department heads are appointed by council committees. He said that this was being remedied by the recent creation of a central committee to coordinate administration and personnel matters and also by making him the chief administrative officer. In this capacity he now holds monthly conferences of department heads and uses other methods to get them to work together as a team.

#### Annual Business Meeting of ICMA

At the business session President Windom first called for the report of the resolutions committee which was presented by Donald M. Oakes, Grand Rapids, Mich., chairman. Resolutions included (1) thanking our hosts the Northeast area managers, (2) thanking non-managers for their part of the program, (3) expressing appreciation to officers and staff, (4) expressing support to the U. S. Bureau of the Census in the 1957 Census of Governments, and (5) a resolution in memory of members who have died since the previous conference. Next came a report of the auditing committee presented by Chairman Kent Mathewson, Martinsville, Va. The report showed an excess of income over expenses of \$36,045 for the fiscal year ending June 30, 1955; operating income increased \$27,542, and operating expenses increased \$10,577. The reports of both committees were adopted.

The nominating committee composed of three past presidents--Chairman George E. Bean, Peoria, Ill.; Clarence H. Elliott, Kalamazoo, Mich.; and Leonard G. Howell, Des Moines, Iowa--presented nominees for President and five regional Vice-Presidents. For President--Russell E. McClure, Corpus Christi, Tex., and for Vice-President--Warren C. Hyde, Edina, Minn.; Erbin E. Jones, Bartlesville, Okla.; Julian H. Orr, Portland, Me.; Arthur S. Owens, Roanoke, Va.; and Wayne E. Thompson, Oakland, Calif. Since there were no further nomination from the floor the members voted to cast a unanimous ballot for the nominees submitted. The chairman of the nominating committee reported that the membership had voted by ballot referendum prior to the conference to amend the constitution to increase the number of vice-presidents from five to 10 and their term of office from one year to two-year overlapping terms, the vote being 643 in favor and 13 against.

A report on the work of the National Committee on Urban Transportation was presented by O. W. Campbell, San Diego, Calif., who represents ICMA on the governing board of that committee. The idea for setting up this national committee grew out of the 1953 ICMA Conference at Los Angeles. Composed of representatives of six national organizations of municipal officials and a representative of the U. S. Bureau of Public Roads, the Committee now has a full-time staff director with headquarters in Washington, and more than 140 specialists on nine subcommittees are preparing manuals of procedure. Mr. Campbell said that the manuals would be completed by the end of



this year and then steps will be taken by the Committee to test the results in selected pilot cities. The goal of the National Committee he said is to establish exactly what data should be collected, and, second, to develop standard procedures for its collection. He emphasized that the results of the work of the Committee will be useful to all cities in determining how to solve their local transportation problems.

A report in intermunicipal cooperation and relations with other agencies was made by Assistant Director Orin F. Nolting. He reported that the ICMA was represented on the governing board of Public Administration Service, on the National Committee on Governmental Accounting, on four national committees dealing with traffic problems, and on two national committees sponsored by the National Fire Protection Association. At the national level ICMA has cooperated with various federal government agencies such as the President's Committee for Traffic Safety, the International Cooperation Administration, U. S. Department of State, U. S. Bureau of the Census, and with the Commission on Intergovernmental Relations.

At the international level extensive contacts have developed during recent years with dozens of top state and local officials from foreign countries visiting ICMA headquarters and other organizations at "1313," as well as many council-manager cities. He reported that two municipal leaders from England and Germany were attending the Bretton Woods conference by invitation of the U. S. Department of State. An increasing number of requests are being received by ICMA from municipal officials in foreign countries for advice and information on various local problems. The ICMA was represented at a conference of the International Political Science Association in Sweden last August and also at the Congress of the International Union of Local Authorities at Rome late in September.

He reported that ICMA is a member of the American Committee for International Municipal Cooperation, along with a dozen other national organizations, and that ICMA has provided some financial support to the International Union of Local Authorities at The Hague and to the Inter-American Municipal Organization at Havana, Cuba. He concluded by saying that "city managers who can take the time and effort to acquaint themselves with the facilities and programs of national organizations, not only of ICMA but of other groups as well, can do a better job for their cities."

Other actions taken at the annual business meeting included the election of Richard Graves, former executive director of the League of California Cities, as an honorary member...The director reported that an advisory vote of the membership taken in June, 1955, showed that a resort city is favored more than two to one as against a nonresort city for the location of the conference and that a Sunday opening as against a middle of the week opening of the conference also was favored by nearly two-to-one.

In his annual report Executive Director Ridley reported that during the past ten years the number of city manager members of ICMA has increased 108 per cent; that the total membership including all classifications has increased 131 per cent; that the paid circulation of Public Management has reached 6,000 as compared with 1,000 in 1930; that a total of 4,500 copies of the 1955 Municipal Year Book had been sold as compared with 1,000 of the first edition which was issued in 1934; and that 860 cities now subscribe to Management Information Service which was established in 1946.

Mr. Ridley devoted considerable time in his annual report to ICMA's in-service training activities which were inaugurated in 1935. During the past year 1,240 municipal officials and employees enrolled in one or more courses and 648 certificates were granted. He pointed out that both of these figures exceeded considerably the total enrollments and certificates granted during the first 10 years of operation of the Association's Institute for Training in Municipal Administration when 932



enrollments were received and 373 certificates awarded. In addition, a total of more than 5,000 copies of the eight training manuals were sold during the past year, more than one-third of which go to colleges and universities for classroom use.

In discussing the Association's finances, Mr. Ridley stated that during the past year ICMA's income was just under \$200,000 and expenditures \$164,000, resulting in an operating surplus of \$36,000, bringing the net worth in the form of securities and cash to \$165,860.82 as of June 30, 1955. The director closed his remarks by inviting the membership to inspect a copy of his annual report for the year ending June 30, 1955 and the financial audit report by Irving Tenner, C.P.A., for the same period.

Under the heading "For the Good of the Order" Director Ridley upon request by President Windom presented a resolution passed at the last regular meeting of the Northwest City Managers' Association in February, 1955, which requested the executive board to consider the possibility of establishing a committee to study a program of certification of managers. The ICMA executive board at its meeting earlier this year had decided to include this question for discussion at the business meeting at the Bretton Woods Conference. The president then asked for any expressions of opinion from the floor and there was no response.

Joseph Coupal, Jr., Bangor, Me., however, presented a resolution calling for a study "with recommendations as to standards or criteria for minimum qualifications to certify or accredit municipal managers." Several managers spoke against taking steps toward certification, and on motion by Harold K. Schone, Oak Park, Mich., the motion by Mr. Coupal was tabled by a two-to-one vote.

Gordon Dillon, Claremont, N. H., then presented a list of items for consideration by the ICMA board namely: that more care be given to membership selections, that the Association's budget be discussed at district and state meetings of managers, that the composition of the nominating committee and procedure be reconsidered, that rotation of presidents from different areas be considered, and that the Association headquarters provide more assistance at state and regional meetings.

In response to an inquiry about nominating methods, Past President George Bean, Peoria, Ill., explained the present method used by the nominating committee in selecting candidates. Factors that are considered, he said, included state representation, interest in the profession as indicated by participation in state manager meetings and ICMA annual conferences, and length of service as manager. He pointed out also that only managers attending the conference are considered. A question was raised regarding the possible future use of the ICMA operating surplus and Director Ridley and Past President MacMillan pointed out that the increased cost of publications, the need for additional staff, and the need for adequate office space would have to be met in the near future and that the present surplus would be needed to meet all of these needs.

#### Conference Resume Session

The closing general session of the 41st Annual Conference, held on the afternoon of the last day, was presided over by Past President J. R. French, Verdun Que. The first speaker was Professor Gerald J. Grady of the University of Maine who is also secretary of the Maine Town and City Managers' Association. Mr. Grady's talk was on the subject of "An Outsider's View of Managers in Action" and some excerpts from his address are:

"Are managers too narrow? Managers do not operate in a vacuum and I have noted an awareness of such things as "society" and "government" and this is very encouraging. I ask you to consider yourselves not only as agents to carry out the will of the



democratic process but also what you actually are - an integral part of society. For example, I am sure that at least some of you have wished recently that you knew more about such developments as desegregation, the labor union movement, or the reasons for industrial migration.

"From where are future managers coming? Consider that during the last nine years an average of 71 cities have adopted the plan each year and that last year 112 men entered your profession for the first time. Most professions are having manpower shortages. I don't profess to know whether councils are sad or happy about the quality and quantity of manager applicants, but I do have some suspicions. Some universities have warned that not too good students are choosing your profession. Why and what should be done?

"What is good about manager mobility? I refer to a tendency in your profession to move from one community to another. Some outsiders are critical of your profession because of some managers who jump too often. The subject demands intensive study. The public only hears the disadvantages of manager mobility. Is it generally understood that manager tenure is going up and now stands at a respectable 7.2 years? Are we being told about the significant advantages of manager mobility? Mobility will be a permanent characteristic of your profession and I am saying that it is generally desirable.

"I believe that three definite trends are doing much to attract more manager ability and to lessen the disadvantages of manager mobility. These are the trends toward higher salaries, more staff assistance, and greater prestige for the profession, but please write on your desk calendar in bold letters "Over-professionalization is unprofessional."

"Who is on your side? Even such time-honored professional groups as doctors, lawyers, and ministers are being subjected to more and more attacks. You know that it can happen to you. You receive support from four corners--womens' groups, professors, national organizations such as the ICMA and the National Municipal League, and local reform groups that bring the plan to your town. . . It seems advisable that your profession could have stronger local support to assist in getting good councils and to develop interest in local problems. Good management and good managers will always be the best defense of the manager plan but can they do it alone? If not, and if you search for a friend don't overlook the people you serve. In many ways the people will be your best ally. Don't ask me how to win them; that chapter in the textbook isn't well written but when you do have them on your side you will know it.

"May I conclude with this thought? As an outsider who has watched managers in action for several years I have these comments: (1) Why in heck does any one go into your profession? (2) Why in heck does any one stay in it? (3) As a citizen I am thankful that you do. I'd be happy if an outsider could say the same about my profession."

The second speaker at the resume session was J. R. Townsend, manager of Greensboro, N. C. who spoke on the subject "What We Have Learned and Where Do We Go From Here?" His humorous remarks about where managers are going, coffee breaks, and so on, brought much applause and put the managers in a receptive mood for his more serious comments, excerpts of which follow:

"Our President started the conference with a splendid talk, one that should be read again and again. . . On controversial subjects strive to get the facts before the council. You can put it all on one page if you will work hard enough; don't hesitate to make use of enclosures. . . A dumb newspaper reporter doesn't last long. Usually they are brilliant; an awful lot smarter than they look. Establish a code with him; live up to your part; work him over when he fails you and you will have a true friend.



"Performance budgeting is a real advantage in budgeting; you will have to make a wide envelopment and come in on the flanks of your department heads to put it over. . . Several years ago the question was whether or not employee unions would be accepted. Now it seems to be pretty well established that the unions are here and that they are going to stay. You can get some good help on this problem in the chapter on Employee Relations in the 1950 edition of "Municipal Personnel Administration" published by ICMA.

"On the problem of training for management, quit trying to be a superman and get yourself some help. Follow the lead of the smart ones. The colleges are producing a fine product and its free. Don't overlook the possibility of fitting older men into your organization; the armed services are retiring perfectly healthy officers at the age of 50 willing to work for \$300 to \$400 per month.

"Now on the subject of planning--the present-day planner is trained as to his job and he can lift a tremendous load from your shoulders. Make him a staff officer and let him have a commission but make it advisory and not autonomous. The smaller the town the better the chance for planning to be effective. Some of the jobs you can give to a planner are zoning and subdivision control and also long range plans for water, sewer, streets, recreation, annexation and so on.

"I hold planners in deep respect but they are careless about how much money they spend. But you can get the starry-eyed look out a planner's eyes quick when he comes in to see the finance director. The council and manager also come in strong on this. Determination of priorities is a function of command, the high command, the council. Remember that your plan must be kept current. There are dozens of other jobs that planners can help with--urban rehabilitation is one.

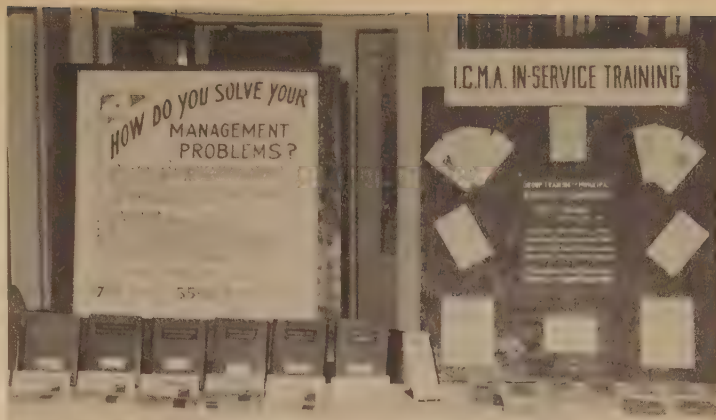
"Now on this matter of integration of fire and police services. It takes a lot of money to hire the necessary number of police and firemen. Will the picture be different when firemen get their work week down to that of policemen? If firemen should work the same number of hours as policemen, and the trend is in that direction, it seems to me that that is about where the services can easily be integrated. The National Board of Fire Underwriters have their blue chips stacked up in heaps in front of them. Why should they play poker with you fellows who have only so far shown that you have a few white chips? The National Board has dug in deep and they'll mow you down before you get started. The fire department will probably be in there helping them out. You must plan a wide envelopment and use a lot of education so that there will be a clear understanding of what you are proposing to do."

November 10, 1955

Additional Copies \$1  
each to managers; to  
others \$2 per copy.



Included among the exhibits showing ICMA activities was display at the right which showed the eight management manuals that are widely used both for handy reference purposes and for in-service training. Each of the manuals deals in a separate area of municipal administration and as a set bring together in concise form the best municipal practices and procedures which have been developed. The books were prepared by successful administrators and by long-time students of public administration, and as such they represent an integral working tool for city managers and department heads. The exhibit also stressed the use of these books in the rapidly growing field of in-service training. The exhibit particularly stressed group training for municipal officials by describing the many benefits, both tangible and intangible which result when employees are given the opportunity to improve their knowledge and their working relationships.



Thirty-two managers who are officers of state and regional groups of managers attended a special session. The states and their representatives were: Ala.: Swenson, Mountain Brook. Calif.: McClure, San Leandro. Del.: Over, Newark. Fla.: Gregory, Quincy. Ga.: Crane, LaGrange, Ill.: Over, Riverside. Iowa: Schiltz, Dubuque. Kans.: Basgall, Junction City. Ky.: Fritz, Lexington. Md.: McDonald, Greenbelt. Mass.: Kennedy, Norwood. Mich.: Damoose, Ypsilanti. Minn.: Olson, North St. Paul. Miss.: Tallent, Meridian. Mo.: Gunter, University City. Nebr.: Barbarick, Grand Is-

land. Nev.: Gunn, Reno. N. H.: Dillon, Claremont. N.J.: Batchelder, Parsippany-Troy Hills. N. M.: McClermon, La Cruces. N. Y.: Quin, Elmira. N. C.: Lineback, Salisbury. N. D.: Riddle, Minot. Ohio: Schwalm, Hamilton. Okla.: McCrory, Bethany. Pa.: Llewellyn, Newtown Tp. S. C.: Maxwell, Columbia. S. D.: Jenson, Yankton. Tenn.: Burkhalter, Elizabethton. Tex.: Taylor, Lamesa. Utah: Allison, Ogden. Vt.: Nelson, Northfield. Va.: Morrison, Lynchburg. W. V.: England, Princeton. Wis.: Baumberger, Superior. Can.: Lemeux, Que.

...s composed of city managers and con-  
...dvance by managers or on topics sug-  
...top left discussed "Communication in  
...Mont.; C. A. Miller, Saginaw, Mich.;  
...r, Kenosha, Wis.; and Steve Matthews,  
...training for Management" and was com-  
...Perkins, Glendale, Calif.; Warren C.  
...C.; Stephen B. Sweeney, University  
...panels shown at the right discussed  
...el (top photo at right) was composed  
...ance Director, Hartford, Conn., con-  
...E. Layton, Portsmouth, Ohio; Jerome  
...ass., reporter. The personnel panel  
...owa; Donald C. Wagner, Personnel Di-  
...re, Wis., chairman; Harold R. Cheek,  
...ohn B. Wentz, Beverly Hills, Calif.,  
...composed of C. Leland Gunn, Bakers-  
...y of Planning Officials, consultant;  
...owsmith, Wayne, Mich., reporter; and







Conference sessions were summarized at a general session late on the last afternoon of the conference with Past President J. R. French, Verdun, Que. (center), as chairman. Gerald J. Grady, Secretary, Maine Town and City Managers' Association, (left) gave a short address on "An Outsider's View of Managers in Action" and James R. Townsend, City Manager, Greensboro, N. C. addressed the conference on "What Have We Learned and Where Do We Go From Here?"



President Ross E. Windom (right) presents attendance cup at annual banquet to N. G. Damoose, Ypsilanti, Mich., who accepted the cup on behalf of the Michigan managers with 40 of its 94 managers present. California won second place and Illinois third place.



Two managers completed a quarter century of manager service during the year and were awarded 25-year certificates. The awards were presented by President Windom at the annual banquet to: (left to right) C. C. Congdon, East Moline, Ill., and C. A. Harrell, Cincinnati, Ohio. Four other managers who completed a quarter century of service and received similar awards but who were not at the conference were: Austin P. Hancock, Abilene, Tex., Howard F. Mace, Mexia, Tex., E. A. Rolison, Redwood City, Calif., and E. H. Waterhouse, Huntington Woods, Mich. A total of 75 managers have received this honor since these certificates were first awarded in 1943.



Thomas H. Reed, long-time municipal consultant and national authority on local government (Honorary member of ICMA) delivered the address at the annual banquet on the subject of "Trends in City Management." With more than 600 in attendance, the speech by Dr. Reed ended the conference on a high inspirational note.

It is hoped that the pictures in this folder and the resume of the conference sessions have given ICMA members some idea of what transpired at the 41st Annual Conference of ICMA. The Local Host Committee of 10 managers and their wives headed by Vice-President James F. Shurtleff, Medford, Mass., provided the entertainment for the Farmers' Night and Barn Dance, assisted managers with local travel arrangements, and provided special entertainment features for managers' wives.

Prizes for various entertainment events were provided by the Maine Town and City Managers' Association.

Plans already are being made for the 1956 Conference which will be held at Banff, Alberta, Canada, September 16-20, 1956. The program committee will make use of all suggestions that managers will be kind enough to send in to ICMA headquarters.



# **1956 CONFERENCE PROCEEDINGS**

**Summary of the 42nd Annual Conference of the**

**I n t e r n a t i o n a l C i t y**

**M a n a g e r s ' A s s o c i a t i o n**



**Held at Banff, Alberta, Canada**

**September 16-19, 1956**

**INTERNATIONAL CITY MANAGERS' ASSOCIATION**

**1313 East 60 Street, Chicago**



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## SUMMARY OF ICMA CONFERENCE PROCEEDINGS

### SOME HIGHLIGHTS OF THE CONFERENCE

Practically all of the 332 city, county, and town managers who attended the conference arrived on Sunday. The first formal gathering of managers came early that afternoon when the ICMA Board and staff met with managers who were attending their first ICMA conference. President McClure introduced members of the ICMA Board, some of whom made short talks about the profession and about ICMA activities. The 62 new managers were asked to feel that they were part of the Association and that they should introduce themselves to other managers and participate in the sessions (see picture of newcomers below). On Sunday afternoon the Northwest City Managers' Association sponsored a get-acquainted hour and managers and their wives renewed old friendships and met the newcomers, taking time out to enjoy the scenery and take some pictures. After the California delegation arrived, the total conference attendance reached 620 including wives of managers and others.

On Sunday evening there was a program on "Welcome to the Great Northwest" with Vice-President Wayne Thompson, Oakland, Calif., presiding. He emphasized the importance of personal acquaintances made and renewed at the annual conference. He asked the managers who had attended



MANAGERS ATTENDING THEIR FIRST ICMA CONFERENCE

Of the 332 managers attending the Banff conference, 62 were attending their first conference and 41 of these showed up for the above picture which was taken immediately following a special session held for newcomers with ICMA officers and staff on Sunday preceding the opening of the conference. The 62 newcomers were:

ARIZONA: Homer, Tuscon; Olsen, Prescott. CALIFORNIA: Anderson, Arcadia; Cowden, Redding; Evans, San Clemente; Fargo, Davis; Goedhard, Covina; Lawlor, Mountain View; Lindsay, Sacramento; Nelson, Carlsbad; Probert, San Gabriel; Scott, Compton; Shelton, Newport Beach; Smith, Hayward; Stiene, Hillsborough; Williams, San Pablo. COLORADO: Cruce, Greeley; Thorson, Sterling; Williams, Arvada. ILLINOIS: Douglas, Lake Forest; Kennaugh, Western Springs; Miller, Northbrook. KANSAS: Browne, Colby; Everett, Hutchinson. MAINE: Knights, Lincoln. MICHIGAN: Goll, Fremont; Larcom, Ann Arbor; Scherffius, Farmington; Shaw, East Ann Arbor; Slone, Rochester. MINNESOTA: Bayuk, White Bear Lake; Deneen, Bemidji. MISSOURI: Gish, East Ann Arbor; Willison, Westerville. OREGON: Applegate, Baker; Billie, Astoria; Castner, Milton-Freewater; Duff, Medford; Farrell, Roseburg; Herrington, North Bend; Miller, The Dalles; Paulson, Tillamook. SOUTH DAKOTA: Kay, Hot Springs. TEXAS: Dunlap, Snyder; Weiss, Kerrville. UTAH: Allred, Clearfield; Chandler, South Salt Lake; James, Tooele; Udall, Provo. WISCONSIN: Forster, Janesville. ALASKA: Slankard, Fairbanks. CANADA: Henderson, Kitimat, Herring, Belleville; Livingstone, Surrey; McDonald, West Vancouver; Needham, Oakville; Reny, Ste-Foy; Wyatt, Victoria.



20 or more ICMA conferences to stand. These managers and the number of conferences attended were: C. A. Carran, East Cleveland, Ohio 31; C. A. Harrell, Cincinnati, Ohio 28; L. P. Cookingham,



Participants in the opening session of the 42nd Annual Conference of ICMA shown in this group picture are (left to right): Vice-President H. M. Crane, LaGrange, Ga., who gave the invocation; President Russell E. McClure, Corpus Christi, Tex., who gave the keynote and presidential address; E. J. Allison, Ogden, Utah, who presided at the opening session; and Leonard G. Howell, Des Moines, Iowa, who read the ICMA code of ethics.

Kansas City, Mo. 25; T. M. Wardwell, Hinsdale, Ill. 23; Ed M. Shafter, Royal Oak, Mich. 22; J. F. Gibbs, Port Huron, Mich. 21; George L. Oppen, Riverside, Ill. 21; and Clarence H. Elliott, Kalamazoo, Mich. 20.

Managers who had attended from 15 to 19 conferences also were asked to stand: George E. Bean, Peoria, Ill. 19; Robert W. Flack, Durham, N. C. 18; A. D. Telfer, Beloit, Wis. 18; Leonard G. Howell, Des Moines, Ia. 18; J. R. French, Verdun, Que. 17; R. E. Klement, Ft. Atkinson, Wis. 15; Russell E. McClure, Corpus Christi, Tex. 15; Don C. McMillan, Pasadena, Calif. 15.

Mr. Thompson then asked those who had attended from 10 to 14 annual conferences to stand and be recognized. Finally, he called on the managers who were attending their first annual conference to stand and he said that they were specially recognized at a meeting held earlier that day.

Mr. Thompson then called on President Russell E. McClure, Corpus Christi, Tex., to introduce guest speakers and others who were not managers, including Mr. and Mrs. H. E. S. Melbourne of Australia. Mr. Melbourne is manager-engineer of Burnside, Tasmore, South Australia, and a member of ICMA. Mr. Thompson introduced James E. Neal, Vancouver Wash., chairman of the Local Host Committee and president of the Northwest City Managers' Association, who welcomed the group. Mr. Neal noted that this was the first time in the history of the Association that an ICMA annual conference had been held in the northwest. Mr. Neal then called on Cecil C. Wyatt, Victoria, B. C., and co-chairman of the host committee, who introduced B. I. M. Strong, superintendent of the Banff National Park. Mr. Strong spoke briefly on the Canadian system of national parks and then showed some movies of the parks.

The formal opening of the conference came Monday morning when Vice-President Allison, Ogden, Utah, introduced Vice-President H. M. Crane, La Grange, Georgia, to deliver the invocation (see photo above). Leonard G. Howell, Des Moines, Iowa, and past president of the Association, then gave the background of the Code of Ethics and read the Code to the members. President Russell E. McClure, in his presidential and keynote address, said that creative, spiritual thinking, and prayer, have amazing power to give the right answers. Professional men responsible for the government of more than 1,000 cities and towns in the two countries must always operate efficiently and for the good of their citizens. A prayer room in the city hall, he said, would provide those responsible with a sanctuary to have a calm, objective look at every problem that arises. Mr. McClure's address will appear in the November, 1956, issue of Public Management.

Immediately following the presidential address was a general session on "Looking at the Management Job" with a panel of seven city managers. Monday afternoon there was a general session on solving fringe-area problems. This was followed by the time-honored population sessions with the county managers holding a session of their own. Monday evening the Northwest City Managers' Association provided entertainment consisting of a Scottish Dance Group and a singer and piper.

Tuesday morning started with a general session on the extent to which developers participate in the costs of installing public facilities in new subdivisions. This program was in the form of a debate with the views of the municipality and the views of the builder expressed. Next came three concurrent interest group sessions: (1) improving physical facilities of cities, (2) integrating fire and police work, and (3) promoting and controlling industrial growth. On Tuesday afternoon a bus





The wives of several ICMA vice presidents composed a panel which discussed various problems under the title, "It's Fun to be a City Manager's Wife." Mrs. Russell E. McClure presided over the panel (left to right): Mrs. J. H. Wigglesworth, Lawrence, Kan.; Mrs. Warren C. Hyde, Edina, Minn.; Mrs. McClure, Corpus Christi, Tex.; and Mrs. E. J. Allison, Ogden, Utah.

trip was arranged by the Northwest City Managers to Lake Louise. Some managers spent the afternoon in recreation consisting of golf, swimming, tennis, and shuffleboard.

A feature which proved popular was a special session on Tuesday morning for the wives of managers on "It's Fun to be a City Manager's Wife," at which Mrs. Russell E. McClure, wife of the ICMA president, presided. She was assisted by a panel composed of three wives of ICMA vice-presidents (see photo above). More than 200 managers' wives were in attendance.

On Tuesday evening the annual business meeting of ICMA was held at which time the resolutions and other committee reports were made. L. P. Cookingham, Kansas City, Mo., chairman, gave a report on the work of the Committee on Professional Training; C. A. Harrell, Cincinnati, Ohio, gave a report on the Inter-American Municipal Congress at Panama; and Vice-President Warren C. Hyde, Edina, Minn., reported on the work of the National Committee on Urban Transportation. The executive director gave his annual report and new officers were elected.

On the third day of the conference at a general session on trends in finance, personnel, and planning, invited consultants opened the discussion with 15-minute talks on recent trends and current problems and these talks are published in the October, 1956, issue of *Public Management*. Following the talks by the consultants, there were three concurrent sessions with panels to discuss questions on these three subjects suggested by city managers on their conference questionnaire which had been sent out last June. In the afternoon a general session was held on "Relations With the Press." The last meeting in the afternoon was a resume session where Hugo Wall, head of the department of political science, University of Wichita, took a look at the city-manager profession.

At the annual banquet on the last day of the conference President McClure called attention to the fact that ten former ICMA presidents and their wives were in attendance at the conference and were seated at a special table in front of the speakers' table. These managers and the years in which they were president are: Charles A. Carran, 1931; E. L. Mosley, 1937; L. P. Cookingham, 1939; J. R. French, 1944; Don C. McMillan, 1946; C. A. Harrell, 1947; Robert W. Flack, 1949; Leonard G. Howell, 1950; Clarence H. Elliott, 1952; and George E. Bean, 1953.

The speaker at the annual banquet was George S. Mooney, executive director of the Canadian Federation of Mayors and Municipalities. In introducing him, President McClure pointed out that Mr. Mooney also was the industrial commissioner and co-director of the city of Montreal's Industrial and Economic Bureau, that he had prepared official briefs on behalf of Canadian municipalities for presentation to several royal commissions and parliamentary committees, the most recent of which was a comprehensive report on Canada's economic prospects over the next quarter of a century. It was in connection with this latter report that Mr. Mooney said he had been asked to speak





George S. Mooney delivered the address at the annual banquet on the subject "The Future of Our Cities."

and to point out certain parallels and problems likely to have a common application to the urban growth and development in the United States and Canada during the next two decades or so. Specifically, what are the things that municipal officials should be doing now and in the next several years in order to meet and solve the problems of the future? Mr. Mooney's address on this question appears in the November, 1956, issue of *Public Management*.

Twenty-five-year certificates were presented by President McClure to seven managers, the attendance cup was awarded to California, and the new officers were installed. Just before adjournment, L. P. Cookingham, Kansas City, Mo., and a past president of the Association, presented retiring President McClure with a gavel as the symbol of his office, expressing on behalf of all managers the appreciation of the profession for the contributions he had made during the past year through his leadership as president. He said Mr. McClure had demonstrated a high degree of ability during the fifteen years he has been a manager, serving in Wichita, Kansas, and Dayton, Ohio, before becoming manager of Corpus Christi, Texas, in 1953. Mr. Cookingham also said Mr. McClure had attended every annual conference of the Association since he first became a manager.

### LOOKING AT THE MANAGEMENT JOB

Horace H. Edwards, Richmond, Va., chairman; Leo Hill, Columbia, Mo., reporter. Panel members: James L. Galloway, Park Ridge, Ill.; Oren L. King, Riverside, Calif.; Steve Matthews, San Antonio, Texas; Irving G. McNayr, Columbia, S. C.; and Gerald D. Wilkins, Enid, Okla. Each panel member at the start of the session delivered a seven-minute talk on an assigned topic and the remainder of the session was devoted to panel discussion of questions asked by the chairman and based in part on questions submitted in writing by managers in the audience.

Functions of the Manager. Mr. Wilkins, in his short talk on "The Functions of the Manager," pointed out that the manager must budget his time and coordinate his activities between the four distinct groups with which he deals — the council, employees, the public, and other governmental agencies. He believed that the manager must be a leader, an expediter, a coordinator, and a diplomat. The manager's functions in relation to the city council would be mainly to plan, recommend, advise, and report on city activities. The budget and the master plan of the city are basic tools in the planning process. The manager must anticipate the needs of the city and submit ways and means for meeting those needs to the council. He must know all the facts and present information to the council as a basis for determining policy. In reporting to the council, he may submit quarterly and annual reports. He also prepares special written reports on specific projects and makes many oral reports at informal and formal meetings of the council.

With respect to city employees, city managers are giving more attention than ever before to improving working conditions and to employee needs and desires in order to insure good morale and improved performance. The manager must make certain that employees have adequate supervision and direction so that they will know what is expected of them.

Because of his many contacts with the public, the manager in many respects personifies city government and he constantly must report to the public by various means on the city's accomplishments, its present activities and needs, and needs for the future. Likewise, he represents the city in its many contacts with other governmental agencies, and he maintains cordial relationships with



the representatives of such governments in order to work out jointly various programs and policies which can be completed only through cooperative efforts.

#### Delegation of Work and Responsibility.

Mr. Galloway, in talking on this subject, emphasized the importance of work programs and establishing good personal understanding with supervisory personnel to whom much work and responsibility must be delegated. The administrator could achieve more, he thought, by making suggestions to employees what they might do instead of telling them what to do, and thus allow them a degree of initiative and pride in accomplishment. He emphasized the approach of working with people rather than issuing directives and depending upon written orders.

Also, in delegating work and responsibility, the manager must make certain the heads of the several departments know what coordination is needed to get the job done and to get them to work together. Further, the manager must be familiar with the different types of personalities with whom he has contact, their strengths and weaknesses. Through individual conversations, staff meetings, and proper training, each individual becomes a responsible member of the working team. He knows what his job is; he understands the policies; and he is given the opportunity to grow and develop. He achieves interest in his work and his accomplishment because he has a share of the responsibility.

Conserving Managerial Time. On this topic Mr. McNayr said that the manager can get more



Entertainment provided by the Local Host Committee included a Scottish dance group which performed at an evening get-together after a full day of conference sessions. James E. Neal, Vancouver, Wash., and Cecil Wyatt, Victoria, B.C., were co-chairmen of the Host Committee.



A general session in which managers showed a great deal of interest was one on "Looking at the Management Job" (left to right): Horace H. Edwards, Richmond, Va., Chairman; Leo Hill, Columbia, Mo., reporter, and panel members: Oren L. King, Riverside, Calif., Steve Matthews, San Antonio, Tex., Irving G. McNayr, Columbia, S. C., James L. Galloway, Park Ridge, Ill., and Gerald D. Wilkins, Enid, Okla.



time to manage by delegating more authority to department heads, reducing the number of department heads and supervisors' reporting to him, making use of competent administrative assistants to handle details, and organizing his own work schedule. Through these means the manager can enlarge his capacity to do the job of management he would like to do and is hired to do. He suggested that at the end of each day, or at the start of the work day, the manager should make note of the things he wishes to accomplish during the day. He also suggested that each person tackle his toughest assignments during his best hours, whatever they may be. He thought that the manager should let department heads do the preliminary thinking and planning on important matters and submit their problems and recommendations to the manager either in writing or orally. He believed that many routine complaints can be referred to the proper departments for handling and follow-up.

General staff conferences, Mr. McNayr believed, should be held only when over-all policies or matters concerning all departments are to be considered. Many times the attendance of department heads and other staff persons at council meetings would avoid the necessity of reporting council action or having staff conferences.

In discussing the "open-door" policy, he said that this does not mean that the manager will see any visitor at any time for any purpose but only those whose business cannot be satisfactorily handled by someone else, or those who insist upon seeing him in person. Among other techniques mentioned by Mr. McNayr were the preparation of an agenda for all meetings that would last more than fifteen minutes, holding informal meetings of the council either at lunch or dinner, and having an administrative assistant who could see many callers, assemble material for reports, and answer letters.

Making Decisions. Decisions are the manager's most important product, according to Mr. Matthews, who talked on "The Ordeal of Making Decisions." He believed that the manager's personality, integrity, purpose, and general attitude toward the public influenced the decisions. The manager who can quickly comprehend trends and who has a broad perspective of the needs of the city will be likely to make sound decisions. The decisions of the manager in any case must be consistent because they establish a pattern for future decisions. In other words, the council and staff can anticipate the manager's future behavior on the basis of decisions made earlier during his tenure in the city.

What the manager decides is based to a great extent upon information obtained from his staff; the manager realizes that if decisions are reached democratically and if the feelings of all persons affected have been considered, he will generally get full support for his decisions. The administrative staff will come to recognize the problems that should be called to the manager's attention before trouble arises, and competent personnel often can relieve the manager of a great amount of decision making.

Mr. Matthews suggested that practically all of the manager's major decisions should be made while preparing the budget, such as improvements to be undertaken, increasing personnel, salary increases, new programs and projects, annexations, utility rate changes, in-service training, etc. The manager in any event must assume responsibility for administrative decisions. He believed that the public and employees generally will accept decisions and policies when they are aware of the reasons behind them.

Important factors to consider are the type of decision, the circumstance under which it must be made, and timing. These factors often are more important than the decision itself. He pointed out that managers sometimes concern themselves for days and even months before making a decision when in fact the final answer may be obvious. The manager may know the answer but hesitates to take the necessary action. At the other extreme is the manager who makes hasty decisions without taking sufficient time to analyze all aspects of the problem. Both of these positions are extreme and admittedly there are times when each must be followed. The important point is to know when to make a decision.

Management Improvement — the Great Goal. The final talk was by Oren King who pointed out that many communities have master plans for streets and highways, parks and recreation, transportation, and the like, that eventually it would be necessary as in the case of his own city to give some thought to the impact of the growth of the city on the organizational structure and day-to-day management and standards of service. He pointed out that in his city recently the manager and department heads have made an extensive survey to determine not only the administrative needs of the



present but also the future. Department heads and employees cooperated enthusiastically because they realized that it was a positive rather than a critical approach, an effort to find ways to improve the administrative structure and practices. Developing Riverside's "Master Plan for Administration," a self-examination was made by using the I.C.M.A.'s "Check List on How Cities Can Cut Costs" supplemented by personal interviews with administrative personnel, a study of city records and reports, observing physical working conditions, and holding conferences with experts in specialized fields.

Mr. King's experience in developing a master plan for administration in Riverside led to several conclusions: (1) management improvement techniques are as important and as readily applicable in small cities as they are in larger places; (2) management improvement should be a continuous process; (3) management improvement should be one of the chief responsibilities of the city manager; (4) management improvement programs should be designed to fulfill human needs as well as to improve efficiency. (More details on the procedure used in Riverside in developing a master plan for administration, together with an explanation of the recommendations which resulted from the study, are set forth in an article by Mr. King in the September, 1956, issue of Public Management).

Panel Discussion. The remainder of the session was devoted to questions which Chairman Edwards asked members of the panel. It was agreed that the basic purpose of a master plan for administration should be to reduce cost of operation and to improve municipal services. In using outside consultants on this or other work of the city, it was agreed that results are more profitable when the work of the consultant is closely followed and is supervised by members of the city staff. It was believed that in the larger cities, those with 100,000 or more population, municipal personnel should be able to plan as well as administer municipal programs without extensive assistance.

It was believed that sometimes a manager can have a department head take more leadership in "carrying the ball" by having him present recommendations on some matters to the council. In this way the department head would receive earned recognition and would realize that he has an important share in the responsibility for his recommendation if it is approved.

In discussing the use of an advisory board, it was believed that citizens' boards of this type are desirable for a specific function, or to make a specific study within a predetermined period of time, and that the council should appoint the members of the board or committee after consultation with the manager.

Discussion on conserving the manager's time brought out the suggestion that a well-trained secretary can take care of many details. The manager should also organize and train his staff as if he were trying to "work himself out of a job." One panel member suggested that a manager should devote some time each day to reading important articles and materials in the general field of management and on municipal administration in particular.

In delegating a particular job or program to a department head or assistant, the manager should make enough checks on the assignment to see that a serious error is not made. At the same time he must not interfere to the extent that independent thought and action is impossible. With respect to a department head who spends too much time on detail, the manager should try to re-train him through suggestions, discussions, and also by developing the staff in that department to fill the voids.

The manager should keep his fingers on the pulse of the community by making use to some extent of the "grapevine," by using "testers," — persons on whom ideas are privately tested before public presentation — and finally by taking an active part in constructive community affairs.

## SOLVING FRINGE-AREA PROBLEMS

F. R. Coop, Fremont, Calif., chairman, and Leonard L. Bishop, Jr., South Miami, Fla., reporter. Panel members: J. R. French, Verdun, Que.; Del Green, San Angelo, Tex.; A. P. Hamann, San Jose, Calif.; Donald R. Larson, Public Administration Service, Chicago; Thomas F. Maxwell, Norfolk, Va.; Donald M. Oakes, Grand Rapids, Mich.

Mr. Larson, who played a substantial part in the formulation of the Miami Plan as a solution to the Miami area metropolitan problem, started the session with a talk on "The Fringe Areas — Annex or What?" He discussed various solutions to the fringe-area problem: (1) annexation, (2) consolidation, (3) partial functional consolidation, (4) special districts, (5) incorporation, (6) federation,



(7) "anticipation" — extending the corporate limits well in advance of subdivision development. His comments on these points are summarized as follows:

1. Annexations have not kept pace with 20th century growth. Unrealistic annexation laws are primarily responsible for the difficulty in applying this solution. Not only should annexation laws be eased, but alternative systems of annexation should be available.

2. Consolidation, while good in theory, cannot be counted upon as a really practical solution for many communities, local identification and pride being what they are.

3. Functional consolidation takes many forms, the most prevalent of which are joint operation of an area-wide service, transfer of a function to a single unit, and contractual arrangements between units. This is only a partial solution and in larger areas only a stop-gap. It usually has more defects than are apparent and leaves other major problems unsolved. One of the most interesting examples of this solution is the Lakewood Plan in California.

4. The use of special districts has become more prevalent. This should be regarded as a partial and last-resort solution. It tends to result in the sacrifice of a certain amount of popular control and complicates the total pattern of local government by the production of more units of government.

5. Incorporation on the fringes frequently contributes to the metropolitan problem by increasing the number of units and by frequently creating governments with inadequate tax base.

6. There are signs that metropolitan or municipal federation may have wide practical application. Toronto and Miami are cases in point. Montreal is giving it careful consideration, and the Allegheny Report suggests it as a possible solution in the Pittsburgh area.

7. "Anticipation" is the best solution to the problem, wherever it can be used to meet the problems of the future. There are, of course, many communities in which existing problems must be met through some other solution. Two examples of the solution of "anticipation" are Fremont, Calif., and Dothan, Ala.

Mr. Larson discussed in some detail the metropolitan federalism plan which he considered the best possible single solution in areas with these two major characteristics: (1) a multiplicity of local governmental units with relatively long histories and with large amounts of local pride and feeling; and (2) for areas with a metropolitan population that lies largely within a single county. It is significant that about seven out of every ten metropolitan areas are located within a single county.

The Miami Plan, he said, consists of two basic features. First is the expansion of the membership on the county legislative body and changing of the method of election to provide for representation from various districts of the county. The second basic feature involves transferring to the new metropolitan county government the powers which are area-wide in scope and which can be effectively handled only by area-wide government, leaving to the municipalities the powers which are essentially local in nature. The metropolitan government would assume control over such matters as arterial streets and highways for metropolitan traffic and transportation, sanitary sewer systems, refuse, minimum water service, fire and police protection on an over-all basis, and tax assessing and tax collecting, to name the most important. Left to the municipalities would be control over such functions as local municipal streets for parking facilities, traffic engineering and control of local streets, local police control, recreation, parks, beautification, libraries, control of utilities, and basic powers in planning and zoning.

One of the interesting additional features of the Miami Plan is the provision that municipalities would be allowed to supplement the level of metropolitan services in most of the realms turned over to the metropolitan government. However, no area in Dade County would be permitted to have standards that go lower than that provided by the metropolitan government.

Mr. Larson cited the following advantages of this system of metropolitan federation as quoted in the Miami Plan: it fits tradition and it is realistic, fair, flexible, imaginative, democratic, and challenging in the sense that it may have the effect of stimulating a much needed general interest in bringing local government into line with the realities of the middle of the 20th century.

Mr. Larson concluded that we are not lacking in solutions, but we are lacking in their successful application. The real costs of solving the urban sprawl problems have hardly been studied at all, and they are probably much greater than we have ever dreamed. Since there is no single answer to the fringe-area problem and more attention must be devoted to deciding which solution best fits what types of situations and why. Much progress could be stimulated by overhauling many of the



states' laws relating to fringe-area problems as well as laws on incorporation, home rule, and special districts. More concentrated study should be given to the use of special taxing zones or districts so as to guarantee fairness in taxing to do the job that must be done.

Mr. Larson's talk provoked a number of questions which the panel discussed:

1. Has compulsory annexation based on population density (primarily from a health standpoint) been tried, and if so, to what success? Within the knowledge of the panel such an approach had never been tried.

2. Can metropolitan federation be effective in a tri-county area where a large central city is also involved? There is no history of such federation under these conditions but the panel felt that it was worth studying.

3. Will federation be forced on areas afflicted with serious fringe problems if something is not done? The panel felt that this was most unlikely.

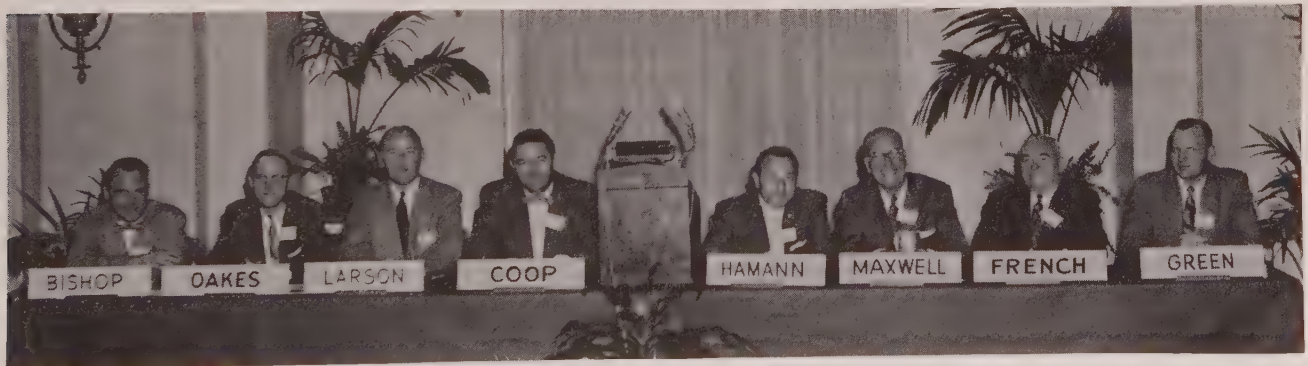
4. Are elected officials on the county and on the city level opposed to some type of federation? This could not be answered categorically one way or the other. Many county and city officials would be opposed because of the effect of federation in reducing the relative importance of their positions, or possibly eliminating their posts. Other more civic-minded officials would be in favor of any solution which would offer real chances of success.

5. In regard to the Miami Plan, if a city can increase the standard of service over the basic offering, does it "buy" additional service, for example, from the metropolitan fire department? The Miami Plan makes no provision for "buying" extra service. The city must provide additional services at the local level. The Miami metropolitan plan calls for minimum service levels only.

6. Will the Miami Plan work in industrial areas as well as in resort territories? The feasibility of the Miami Plan does not seem to be limited to resort type areas, but is likely to be as valid a solution in industrial areas as it is in resort communities.

The experience in Fremont, Calif., was reviewed. This was a city created in January, 1956, covering a 100-square-mile area. It was suggested that the San Jose-Fremont area in California is not yet ready for federation, since the county set-up seems to be operating adequately. The experience in Dothan, Ala., was also referred to as a classic example of "anticipation" as a solution to the fringe-area problem. Dothan was a community enlarged from 14 to 49 square miles with police and fire jurisdiction extending three miles beyond the city limits and zoning and subdivision control extending five miles.

Mr. Green, a member of the panel, pointed out that in regard to annexation, the refusal of services by the city to unincorporated areas is an effective force in getting such areas to annex.



One of the important general sessions of the conference was "Solving Fringe-Area Problems," at which Donald R. Larson, Public Administration Service, Chicago, addressed the managers on "The Fringe Area — Annex or What?" This talk was followed by a panel discussion by members shown above (left to right): Leonard L. Bishop, Jr., South Miami, Fla., reporter; Donald M. Oakes, Grand Rapids, Mich.; Mr. Larson; F. R. Coop, Fremont, Calif., chairman; A. P. Hamann, San Jose, Calif.; Thomas F. Maxwell, Norfolk, Va.; J. R. French, Verdun, Que.; and Del Green, San Angelo, Tex.



PAYING FOR NEW SUBDIVISIONS

Kent Mathewson, Salem, Ore., chairman; Gilbert W. Ray, Fayetteville, N. C., reporter. Speakers: Corwin R. Mocine, City Planning Engineer, Oakland, Calif., and Frederick E. Wegner, National Association of Home Builders, Washington, D. C. The session was handled as a debate on the question: "To what extent should developers participate in the cost of installing public facilities in new subdivisions?" Mr. Mocine presented the view of the municipality and Mr. Wegner that of the builder.

View of the Municipality. Mr. Mocine pointed to two factors connected with the growth of American cities which have contributed to the tremendous problem that faces city and county governments in meeting the need for public services in the immediate future. The first of these factors concerns the immense growth that has taken place in metropolitan areas — particularly in the fringe areas of the central city. In the last decade 80 per cent of the increase has taken place in communities of this nature. The second factor concerns the change from individually built homes to those constructed in large tracts by merchant builders.

In the establishment of new subdivisions the municipality is concerned with not only those improvements which are related directly to the houses and streets which serve the houses (such as street pavement, curbs, gutters, sidewalks, sanitary sewers, storm sewers, street trees, and street lighting), but also with those public services which are related to the neighborhood and community as a whole. These latter services include such things as schools, parks and playgrounds, fire protection facilities, and many types of public or semi-public facilities for which the municipality is not directly responsible.

The provision of public improvements and facilities can be approached from several directions. The first requisite is a sound and reasonable subdivision control ordinance, which should require that the subdivider pay for those portions of the facilities which can properly be considered to serve the subdivision which he is building. Second, there must be a comprehensive, long-range plan for the development of the community. Third, the community must have a logical and sound program for the financing of public improvements. Fourth, if public facilities are to be provided at the time when they are most needed, a reasonable share of the cost must be assumed by the subdivider who develops the land.

There are several good reasons why a substantial portion of the cost of improvements in new subdivisions should be undertaken by the developer. Schools and playgrounds as well as storm drainage and sewage facilities, sidewalks, etc. are a part of the development of a complete home environment and should be reflected in the cost of the individual house. This is the cheapest and most efficient way to provide the necessary services, for the home buyer can pay for his share of the cost of the new community facilities at reasonably low interest rates over a period of 20 to 25 years.

Another reason is found in the effect which such facilities have on the establishment and maintenance of permanent residential values in the houses which the buyers purchase. Finally, because the provision of the facilities by the subdivider insures their planning at the same time the subdivision itself is planned, there is offered the greatest opportunity for proper location of public services and facilities.

As much as a thousand dollars on the cost of a medium-priced new home is represented by short-lived mechanical equipment such as water heaters, dishwashers, automatic laundries, etc. It was Mr. Mocine's suggestion that consideration be given to letting the buyer purchase those items for himself and provide an equivalent sum in permanent community facilities, which any home owner must have from the moment he moves into a house, and which otherwise would be provided inadequately and late, as well as at great expense to other taxpayers of the community.

View of Builders. Mr. Wegner cited figures of the United States Chamber of Commerce on the community facility requirements for the next ten years — schools, hospitals, water and sewer facilities, roads, etc. The cost of these facilities on an annual average to 1965 will be \$20.3 billions per year. On the basis of 1954 activity of \$8.8 billions we are meeting our needs only to the extent of 43 per cent of the total estimated needs. Mr. Wegner contended that much of the cost of community facilities was not caused by new construction but by failure to keep up with requirements during depression and war years. Of the \$25 billion needed for water and sewer facilities within the next 10 years, 16 per cent is to replace obsolete and outmoded systems. It was suggested that the "war



baby" increase in population will hit with full impact in 1965, and cities will need to spend a great deal more for community facilities after that date.

Home builders on the average do not make exorbitant profits, Mr. Wegner said; on the contrary the home builder operates on a relatively small margin. Additional costs imposed on him must of necessity be passed on to the homeowner. The price of land has doubled in recent years, thus throwing out the old basic rule of the lot costing 10 per cent of the sale price of the house. Builders who can hold this cost to 20 per cent now are fortunate.

The builders should provide the facilities needed, he said, to supply the home with 6- or 8-inch water mains, the sewer lateral necessary to service the home, and a street wide enough to service the traffic generated within the subdivision. Any additional requirements, such as a trunk water or sewer main, or through street, which benefits more than the subdivision, should be paid for by the community at large.

Mr. Wegner also argued that the new homeowner should not be required to pay a share of the capitalized value of existing community facilities. In the case of a water utility, he pointed out that the rate structure normally includes maintenance and debt service costs, so that each new homeowner begins to participate immediately in his share of these obligations. To capitalize the value of most municipal facilities (which normally are paid for by long-term bond issues) would be charging the new homeowner a fee for something already paid for, since the facility has usually depreciated so no book value remains when the bonds are paid off.

Mr. Wegner cited a study of the University of Connecticut which found that there is no conclusive evidence to establish the liability or asset status of the small low-cost home. Because the small home aids in stimulating retail sales and in contributing to the industrial potential of a community, Mr. Wegner suggested that industry and business bear a share of the cost of new community facilities, and that consideration be given to some means of tapping income rather than property.

The home building industry, he said, recognizes and endorses and strongly supports adequate zoning, sensible building codes, and all the other standards needed to insure sound growth and the maintenance of a good life.

Rebuttal. In his rebuttal, Mr. Mocine pointed out that the problem of financing is one of mutual concern. The homeowner will pay finally, so the problem is simply one of determining how he can best do it. The aggregate of new subdivisions may be such as to create a need for larger sewer mains, etc. In this case the cost could well be pro-rated between subdividers and the municipality. It does not seem fair to have the home buyer pay \$10,000 for his home and later be charged \$2,000 or more for needed facilities since the home buyer generally stretches his budget to make the initial purchase.

Mr. Wegner in his rebuttal said that the average income of the homeowner is approximately \$5,000. Extra costs added to the home make ownership nearly impossible. General taxation instead of direct charges, he said, should bear a major portion of the cost. Costs could be spread through general taxation over a period of years.

In responding to a question from the floor, Mr. Wegner said that if the community does assume some costs, the builder will reduce the cost of the home to the homeowner. He said also that many builders and subdividers are providing playgrounds and school areas equivalent to 10 per cent of total area.

## RELATIONS WITH THE PRESS

Mark E. Keane, Oak Park, Ill., Chairman; Gerard S. Vergeer, Port Angeles, Wash., Reporter. Panel members: Harold R. Cheek, Springfield, Ohio; Henry Rolfes, Jr., Helena, Mont.; Bert W. Johnson, Evanston, Ill.; Charles A. Sprague, Editor of The Statesman, Salem, Ore.; H. D. Weller, Lodi, Cal.; and Robert O. Wright, Clawson, Mich.

This general session was opened by a 20-minute talk by Mr. Sprague on "The Public's Right to Know," which will appear in the December, 1956, issue of Public Management. Following the talk, Mr. Keane called attention to an excellent pamphlet under the title of "Press Relations for Local Officials," by James C. McDonald, and published earlier this year by the Bureau of Government, University of Michigan, Ann Arbor, Michigan, at \$1 per copy.



In his talk, Mr. Sprague recognized the need for informal council sessions when they are confined to certain matters, but he condemned as a bad practice the holding of council caucuses and private meetings in which councilmen transact municipal business and record at the regular meeting only the vote on the propositions. Pointing out that there is no substitute for frankness in dealing with the public, he decried the attitude of the public official who thinks he knows what is best for the people to know.

Mr. Sprague stated, however, that the press is guilty of many sins among the worst of which are inaccuracies or errors of fact, distortions of the news, and warping of incidents out of proportion. He believed, however, that there is a growing sense of responsibility on the part of the press for fair and truthful reporting and editing. He stressed that the function of the press is to provide information essential to sound decisions by citizens, and in the performance of that function it does not hesitate to demand of public officials constant access to all information.

In the panel discussion which followed, it was stated that if public officials sit down with reporters and explain the position of the city, the reporters will respect confidences and hold up information which is not ready to release. Mr. Sprague pointed out that there is no need for control of a free press, and if there are any irresponsible editors competition will eliminate them. A good newspaper, he said, will play down the sensational aspect of events. He did not consider a two-paper town better than a single-paper town. Where a newspaper does not report the truth, the solution is to seek other mediums of communication.

It was believed that the press is not always objective, and if a newspaper makes an error it was suggested that public officials should talk with the editor or publisher to see if a correction would be printed. With regard to letters to the editor, the inclination of some managers on the panel was not to answer them. But Mr. Sprague suggested that managers should not ignore such letters, that they should at least read them. He pointed out that major newspapers encourage the public to express its views and that often letters are the most widely read section of the papers. He pointed out that such letters must be signed. Mr. Sprague believed that newspapers would correct errors of fact. Mr. Johnson proposed that the press assume equal responsibility in publishing letters to the editor as they do in other news published.

In response to a question, Mr. Sprague said guest editorials were not common in newspapers except during vacation periods, and sometimes city officials are asked to write guest editorials.

When a manager's name appears too often in the press he should encourage other officials to make more public statements. With respect on how much latitude to give department heads, Mr. Rolfes believed that they should have free rein on factual information but should not give opinions. Mr. Johnson believed that department heads should know the manager's philosophy and be free to give news to the press regarding their departments. Mr. Weller believed that department heads should not be permitted to make comments or state opinions outside of their fields.

With respect to specific propositions, it may be desirable for the city to issue news releases, but even in such cases Mr. Sprague believed that interviews would be desirable. In addition, Mr. Johnson emphasized that the manager should make it clear that no one paper or individual gets a break on the news and he should give equal attention to the press, TV, and radio.

In response to a question as to whether the press prefers the old type colorful leader to the present-day city official, Mr. Sprague believed that newspapers always respond to colorful officials but actually would prefer the more efficient administrator. Mr. Sprague believed that managers can improve their relationships with the press by putting into the hands of reporters what they want for publication, by dramatizing good government, and by being frank with both the press and the public. He said that the press is not as persuasive as it might appear, and that if the manager's position is sound he should not let the press heckle him but should go ahead and do his job efficiently.

#### SPECIAL INTEREST GROUP SESSIONS

Many of the topics suggested by city managers for discussion at the 42nd annual conference, in replying to the conference questionnaire sent out in June, 1956, could be grouped under three major headings and for this reason the program committee scheduled three interest group sessions running concurrently. Each session was headed by a panel of city managers and highlights of the discussions at these sessions are reported below.



**IMPROVING PHYSICAL FACILITIES OF CITIES.** Ray W. Wilson, Phoenix, Ariz., chairman, and William B. Webb, Pocatello, Idaho, reporter. Speakers and their topics were: Roy J. Miles, Muskegon Heights, Mich., "Adopting and Enforcing a Housing Code"; Jay F. Gibbs, Port Huron, Mich., "Organizing for Urban Renewal"; C. E. Perkins, Glendale, Calif., "Remodeling Downtown Business Sections"; and David D. Rowlands, Tacoma, Wash., "Eliminating Congestion in Central Business Districts."

**Housing Codes.** It was Mr. Miles' view that almost every city should adopt and enforce a housing code. The purpose of such a code is: (1) to protect the health of both individuals and the public, (2) to protect the safety of individuals as well as the public, (3) to protect the enormous public investment in improvements, such as schools, utilities, parks, and other public works, and (4) to help reduce the cost of local government, since substandard or slum areas do not pay their own way.

The best approach to enforcement is at the neighborhood level. The holding of neighborhood meetings reduces to a minimum the cases which must appear in court. It is necessary to administer and enforce a housing code with fairness, intelligence, and dispatch. To provide this type of administration there are needed:

1. Good inspection with a report prepared for each case.
2. A notice to the property owner carrying a detailed report regarding the violations and setting a time limit well in advance of the hearing date.
3. Provision for an appeal board to hear cases before they are turned over to the court; this reduces the number of cases that appear in court.
4. Advice to the owners of their rights under the housing code.
5. Provision in larger cities for special attorneys and special courts so that cases may be handled by informed legal officials.

**Urban Renewal.** Mr. Gibbs reviewed the steps necessary to initiate an urban renewal project. The city council by resolution designates an area in the city in which the buildings are generally substandard, and at the same time a request is made to the Housing and Home Finance Agency for a reservation of funds. In order to qualify, the city must have a "workable program," which means that there must be good building, plumbing, electrical, and housing codes which are strictly enforced. If the reservation of funds is approved through the HHFA, the city will be granted a loan for the purpose of making a preliminary study and project report. If the city does not have a good city planner on its staff, a consultant should be retained for the preliminary study and project report which must include the following items:

1. A land use plan for the city.
2. A thoroughfare plan of the project area together with surrounding territory.
3. A zoning ordinance.
4. Sub-division regulations.
5. A redevelopment plan for the area in question.



One of three concurrent panel discussion sessions was on the subject of "Improving Physical Facilities of Cities." Members of this panel are shown above (left to right): Roy J. Miles, Muskegon Heights, Mich.; Jay F. Gibbs, Port Huron, Mich.; C. E. Perkins, Glendale, Calif.; Ray W. Wilson, Phoenix, Ariz., chairman; David D. Rowlands, Tacoma, Wash.; and William B. Webb, Pocatello, Ida.; reporter.



6. A detailed appraisal for each parcel in the project area by a competent realtor.
7. A plan for the relocation of all the families in safe, sanitary, and decent dwellings.
8. A re-use appraisal by a competent realtor.
9. A financial plan showing that the project is feasible.
10. A plan showing necessary public utilities.
11. A family survey showing the number in each family together with the income of each family in the project area.
12. A house-to-house housing quality survey showing points of deficiency in each individual building.
13. A financial plan showing how the city will meet its share of the project costs.

If the preliminary study and project report are approved by the Housing and Home Finance Agency an additional loan will be granted for the final study and project report. The final study follows the same pattern as the preliminary but is more detailed.

On approval of the final study and project report, the Housing and Home Finance Agency will offer to enter into a contract covering grant and loan to the local public agency. This contract will set up the amount of money which will be loaned to the city as a revolving fund to purchase the property and make improvements and will also include the grant or gift to the local community. On approval of this contract by the local governing body of the city it is then essential that a director for the project be hired together with the necessary staff.

Remodeling Business Sections. It was the view of Mr. Perkins that remodeling often is required because the character and function of downtown business districts are changing. To accomplish this task he suggested:

1. The remodeling plan should be an integral part of the master plan.
2. Street remodeling is usually one of the first needs and can take the form of imaginative traffic engineering, widening, resurfacing, use of off-street parking, provision of one-way streets, or possibly some combination of these.
3. A study should be made of the rapid transit as it exists and as it might best function.
4. Off-street parking must play a prominent role both in public and private facilities utilized.
5. Building height and bulk should be re-examined with an eye to safety, utility, and aesthetics.
6. Greenbelts might be set aside in the form of parkways and pedestrian malls to break the monotony of asphalt and concrete.
7. The general appearance of the downtown business district is a very basic aspect of the problem which merits close attention. Clean-up, control of signs, trash containers, ornamental street lighting, and a street tree program are included in this phase.
8. Air pollution control where needed should be given attention.
9. As a part of the planning effort city officials should indulge in a bit of dreaming. Will heliports, for example, be needed in the downtown business district?

With regard to implementation, Mr. Perkins said the city's role must necessarily be that of a catalyst since any ambitious plan for remodeling involves the interest and cooperation of many people. This is the type of plan which lends itself well to the use of citizen advisory committees, he said, and it requires that the city organization set an example in renovation of public areas and facilities in order to inspire citizen participation.

Eliminating Congestion in Central Business Districts. Mr. Rowlands said that nearly 64 million cars, trucks, and busses are registered in the United States. If the number of vehicles continues at the rate of only 5 per cent annually for the next several years there will soon be 80 million vehicles. He said it is evident that no city can cope with the huge increase of motor vehicles in the next ten years unless we solve the problem of moving people as well as vehicles.

All cities, he believed, must recognize the necessity for providing as many off-street parking spaces as possible in the central business district as a partial answer to the problem. Some on-street parking is certainly justified in the central business district in most cities, and the available space for this type of parking can be increased by reducing hour zones to 30 minutes and perhaps 30-minute zones to 15 or 20 minutes. If people who drive to downtown areas can be educated to change their mode of travel, parking space available to shoppers in any city can be increased as much as 50 per cent, Mr. Rowlands believed, and the use of existing parking spaces doubled.



Other possible solutions to the problem of congestion are:

1. Provision for the loading and unloading of trucks only at certain hours.
2. Zoning ordinance provisions for off-street loading in business districts.
3. Provision of a central transfer and lay-over point for buses.
4. Provision of off-street parking facilities by taxicab companies for cabs awaiting calls.
5. Prohibition of on-street parking.
6. Eliminating traffic on certain streets which will be used by shoppers only (the "mall" effect).
7. Provision of mid-block loading and unloading for buses.
8. Staggered hours of work by business and industrial firms.
9. Special lanes for the movement of buses during rush hours.
10. Banning of on-street parking during rush hours so that the curb lane can be used.
11. Control of lights and traffic lanes going into the central area in the morning and reversing the control program in the afternoon.

The federal highway act recently adopted by Congress would enable cities to secure funds to construct radial freeways running into the metropolitan area as well as constructing loops around the central business district.

Mr. Rowlands pointed out that many transit systems throughout the country have experienced financial difficulties in the past five years and the return on their investments has been decreasing while operating costs have been increasing. As a result of this situation many cities have granted bus companies certain tax advantages in order that they can continue to operate and these tax advantages have taken many forms. Other contributions to a healthy local mass transit system have been made by cities. These include a provision of parking spaces at strategic locations along established bus routes and tying these in with special express service on the buses and the provision of shuttle buses by public or private companies.

Techniques developed by transit companies to encourage more people to use their buses include: (1) express service, (2) new route patterns and schedules, (3) physical improvement of buses, and (4) cooperation with merchants in special validation plans which result in cut prices to the riders when they go to the central business district to shop.

When traffic cuts off the downtown trade, Mr. Rowlands said economic and physical decay of downtown districts can result. Since downtown properties pay a substantial portion of all real estate taxes in the city, any lowering of these taxes because of reduced values will be reflected in higher taxes for the residential homeowner.

Discussion. The question-and-answer period following the presentation of the talks brought out certain additional points. In one city the views of a local insurance board were sought prior to the adoption of a housing code. In another city standards such as plumbing standards must be publicized and a substantial period of time allowed (six years in this city) to bring housing up to the new standards. It was suggested that the fact that a house is substandard should be put on record in the office of the recorder of deeds so that it would be a matter of record for the prospective purchaser of the property.

With regard to remodeling the downtown business area it was suggested that the agency to handle the problem would be the planning department with authorization to ask other departments for assistance. The city should perhaps take over the plan of remodeling but the actual remodeling should be done by the business people.

It was the view of one panel member that it is not necessarily the city's responsibility to furnish parking. He registered his objections to the city entering such a field if it is necessary to tax in order to provide parking for private business.

INTEGRATING FIRE AND POLICE WORK. George E. Bean, Peoria, Ill., chairman, and Thomas W. Thorsen, Sterling, Colo., reporter. Panel members and their topics for short talks were: H. K. Hunter, Sunnyvale, Calif., "What It Is and How It Operates"; Wm. H. Lange, Grosse Pointe Woods, Mich., "Organization for Public Safety"; Wm. J. Veeder, Ft. Lauderdale, Fla., "Training Safety Officers in Both Fields"; and Robert B. Morris, Glencoe, Ill., "Selling the Council, Firemen, Police, and Public."

What It Is and How It Operates. Mr. Hunter pointed out that administrators who are working on some degree of integration of police and fire services are doing so in order to provide greater manpower utilization. Many communities have taken tentative steps toward integration by centralizing



police and fire radio in one nerve center; by having a single public safety headquarters building; by providing joint training and cross-training of personnel so that they can assist each other in an emergency; and by selecting police and fire recruits from a single list, since both services are looking for young men of better-than-average intelligence and physical agility.

Work load peaks for police and for fire come at different times of the day, he said. At peak loads or during major emergencies most departments wish they had more men who are adequately trained. One answer to this is to coordinate the use of manpower in an integrated department. By doing so it is possible to strengthen the patrol force by about 30 to 50 per cent without additional manpower. The principal advantages of an integrated department are:

1. It permits a much larger patrol force with flexibility of assignment and a single hierarchy of supervisory and administrative personnel.
2. It enables the city to afford higher calibre supervisory personnel and to provide all men with a wider scope for development of their capacities.
3. Planning and coordination between police and fire activities works better when all employees know both fields.
4. It saves time and expense in those cases where a patrol car, which is invariably first on the scene of a fire, can put out the fire with an extinguisher or other light equipment.
5. It increases the effectiveness of fire prevention when the entire force is alerted to fire hazards.
6. It provides the employees of public safety activities with a unity of purpose and eliminates harmful rivalry between certain forces.

It is essential to the operation of a successful integrated department, said Mr. Hunter, that there be a chief of the department who is a strong administrator and who has a firm belief in the practicability of an integrated public safety service. Of great importance also are the attitudes, adaptability, and training of the members of the department.

Public safety officers receive training in both fields and are assigned according to requirements of the department. In departments of any size it is necessary of course to have certain men assigned to specialized tasks, either in the field of fire fighting or in the field of policing.

Organization for Public Safety. Mr. Lange said that the basis for organization is an identification of a city's hazards. Once the hazards are defined council policy must declare what protection the city will provide. The duties of the organization must then be defined, and a date set for putting it into effect. A clear chain of command must be created, an in-service training program established, and proper equipment provided. It is essential of course, to unify communications and to install radio in all mobile equipment. A patrol force, which will be on the road 24 hours every day should carry one-man extinguishers, first-aid equipment, and perhaps protective clothing.

Operation of the communication system would be the responsibility of a service force, while records and clerical work may be performed by officers or by a central administrative staff. Coordination procedures must be clearly established for volunteers as well as for the sleepers who may be either public safety officers or volunteers.

In the field of prevention there must be a regular schedule of inspections. In the case of investigative duties the services of specialists will be needed. These can either be employed on a full-time basis or perhaps retained as consultants when needed. In the case of larger or multi-station cities it is wise to centralize control of all forces except that of patrol.

Training Safety Officers. It was Mr. Veeder's suggestion that a four-phase program should enable some cities to make a fluid transition to a public safety operation:

1. (a) Inductive training for new employees. This would provide training on police problems (such as arrests, basic laws and ordinances, and traffic control) and fire fighting and rescue work.
- (b) Retraining of present employees. This would involve elementary fire fighting for policemen and elementary police methods for firemen.
2. Advanced training for new employees as well as for veteran employees.
3. Specialized training and also administrative and supervisory training.
4. Continuous in-service refresher type of training.

There are certain basic points about training for an integrated service which should be kept in mind. First, the community should analyze its facilities, needs, and the calibre of personnel, and gear its program accordingly. Second, it is wise to explore the available outside facilities and get



competent instructors. Third, it is essential constantly to strive to improve the performance of the safety officers.

Selling the Council, Firemen, Police and Public. Mr. Morris in his discussion of selling the council, fire, police and the public advised "extreme caution" in approaching this task. Custom and tradition are against you. If you attempt integration, you will be bucking a long history of separate fire and police departments. It is most difficult to sell the firemen and policemen on integration. Next most difficult is the council, and the easiest group to sell is the public.

The first job is to sell the council. In order to do this it is necessary to show the advantages of integration. These include:

1. More trained manpower available for either fire or police duty.
2. A single hierarchy of command resulting in no duplications and better planning and coordination of public relations, training, and communication.
3. Faster spread of fire and police services including increased patrol and increased fire prevention activities.
4. More capable fire and police employees resulting from more interesting and challenging work and opportunities for higher level jobs.
5. Little or no idle or unproductive time for firemen.
6. Higher morale among firemen and police employees.
7. Long-range economy resulting from a higher standard of service at lower unit cost.

The council in Glencoe, Ill., took the first step toward integration in 1953, following a written report by the city on the advantages of integrated service. The council's first step was to establish two new positions, one as director and the other as assistant director of safety. Since then, integration has progressed gradually until about 75 per cent of the services are integrated at the present time.

How can the firemen and the policemen be sold? This seems to call for a gradual approach, Mr. Morris said. First the chiefs of the two departments must be convinced by informal and confidential discussions, by visiting cities having integrated departments, and by pointing out the advantages to the employees as well as the public of such integration. The next step might be to select several of the most promising and capable firemen and policemen for special training in both fire and police work. Let them know that they have been singled out for a more responsible, higher-level position, as combined firemen-policemen, and that they will receive a substantial monthly salary boost — perhaps \$50.

In 1954 three firemen and three policemen in Glencoe were offered this special training. They accepted immediately, and shortly all of the other police and fire employees requested the same opportunity.

The concern of the citizen is with rapid, economical, and superior service. An integrated department can provide improved service. In the period of operation of an integrated department in Glencoe there has not been one instance of public dissatisfaction with the program, and there have been innumerable letters of commendation. The watchword for selling an integrated fire-police program is "gradually."

PROMOTING AND CONTROLLING INDUSTRIAL GROWTH. C. A. Miller, Saginaw, Mich., chairman; Leon Carver, Altus, Okla., reporter. Panel members: Elgin E. Crull, Dallas, Tex., Edwin S. Howell, Richmond, Calif., W. T. Williamson, Fair Lawn, N. J., and Frank H. Backstrom, Wichita, Kan. The session began with four seven-minute talks by members of the panel, followed by discussion on questions asked by the chairman.

1. What Kind of New Industry. The first talk was by Mr. Crull on "What Kind of New Industry Should a City Try to Obtain?" He said it was highly undesirable for a community, especially a small community, to put all of its eggs into one industrial basket — one large industry. Preferably the economy of a community should not be based on any one large industry. It might also be unwise, he said, for a community located in an area of ample water supply to welcome an industry which uses large amounts of water if the community would have to spend a considerable sum in expanding water facilities and consequently increase the municipal debt and water rates. Another consideration is whether the new industry would call for a large number of unskilled laborers whose influx into the community would change the characteristics of the citizenry. The people of the community may be unwilling to make such a change.



Another consideration with regard to new industries is the possible obnoxious element, such as odors. If the prevailing winds, for example, are from a southerly direction, as in the case of Dallas, an odor-producing plant in a south side industrial area could destroy the livability of thousands of homes. Here the question of proper location and good equipment may solve the problem. Another type of plant which might not be entirely suitable in some cities would be a carbon-black plant.

An industry should not clash with other industries in a community, but should complement them. It may be a competing industry, he said, and thus bring in competition for an older plant already located in the city. The threat in this case, however, is not so much the competition but perhaps it would make too large a percentage of salaries and wages in the community dependent upon a constant supply of one type of material.

When a city seeks a new industry, Mr. Crull stated that it ought to be one which the city can afford. He said that in Dallas the chamber of commerce considered the city hall a partner in its efforts to get new industry and that the city government had been featured in one of the chamber's nationwide advertisements on why new industry should choose Dallas. He said that in the last five years he has not encountered a major company representative who has asked any particular favor or subsidy from the city. City officials, however, often are asked about the type of government, the budget, tax rates, schools, parks, and plans for the future. This is the type of industry the city can afford. An industry which requires a direct or indirect subsidy is a doubtful asset to the community. Except in a few cities, the giving of a tax or other financial concession to a new industry Mr. Crull thought highly questionable from both a legal and a moral point of view.

2. What To Do and Not To Do. In the second talk, on "What To Do and What Not To Do To Get New Industries," Mr. Howell mentioned a number of do's. The first is to analyze the strengths and weaknesses of your community, its economy, and its potential resources. This can be done by a consulting firm or by a citizen committee. Secondly, the city ought to take steps to strengthen its weaknesses and otherwise improve its competitive position. This might call for a change in the master plan and zoning ordinance so as to provide for industrial districts or parks, and it might call for a program of redevelopment or renewal. Still another "do" is to encourage the formation of an industrial development organization to attract new industries and to assist existing firms. This would be a nonprofit corporation under private leadership, but if this should fail the city might form a tax-supported development commission to cooperate with privately organized and financed industrial development groups. Finally, the city should designate a member of the city staff, or create a new position, to coordinate industrial promotion programs.

The most important "don't," according to Mr. Howell, is that a public agency should not make special concessions to prospective industries. Tax exemptions, direct subsidies, free land or utility services, or construction of buildings at public cost are all types of concessions which are inadvisable. They do not benefit the public, discriminate against existing firms, and tend to destroy the balance of the local economy. Mr. Howell felt that there would be little relationship between such inducements and the decision of an industry to choose a specific location. The responsibility of a city runs always to the entire community, not alone to the specific recipient of a particular service. Instead, a city should provide adequate services and facilities to everyone as the most lasting inducement that a city can extend to industry.

3. Developing Industrial Areas. Mr. Williamson discussed the question of "City Participation in Developing Industrial Areas," pointing out that before an industry will consider building a new plant in a community, its officers ask questions regarding available land, transportation, public facilities, labor market, and the local tax and assessment structure. Cities that for some reason do not have available land for industry and may not be able to annex new areas may need to assemble or make available suitable tracts within the city. Some factors that help make this possible are proper zoning; buffer zoning; utility development such as railroads, power lines, and so on; and progressive programs of the chamber of commerce. At Fair Lawn, he said, a 175-acre tract was being developed by a private company. The city has cooperated with proper zoning and full provision of necessary public facilities.

Another factor that helps to sell a community to a prospective industry is an attractive city, such as clean streets, progressive business centers, effective street lighting, and other components of an alert city. Still other factors are public attitude, good educational and recreational facilities, a public desire for the new industry, a good assessment procedure, and adequate engineering and



inspectional services. Mr. Williamson supported other speakers on the panel in condemning public financial aid for new industries, tax concessions, and assessed evaluation compromises.

4. Zoning and Other Controls. The final talk, by Mr. Backstrom, was on "Zoning and Other Controls for Industrial Areas," in which he pointed out that the purpose of such control is to promote orderly development, allocate specific areas for general land uses, and protect the substantial investments in plant facilities from harmful effects beyond the individual's control. This concept calls for a comprehensive plan, he said, in order to determine what type of controls are needed. Each of the basic land uses calls for different standards of service to meet the needs of vehicular traffic, railroads, airports, sewers, water, fire protection, etc.

An analysis of 137 new plants constructed in various parts of the country in the past five years, made by the National Industrial Zoning Committee, showed that about half of them required from 15 to 900 acres and half required 14 acres or less for their site. However, only 8 per cent of the samplings covered more than 50 per cent of the industrial site. More than half of the plants had set-backs of 99 feet or more and practically all were one-story buildings. At more than one-half of the plants, 80 per cent or more of the employees travelled to the plant in private cars.

Mr. Backstrom pointed out that historically zoning divided industry into light and heavy categories, but this classification now is unsatisfactory because there is no general agreement on the dividing line between the two types. Technological progress is changing the characteristics of many industries. A new concept gaining recognition attempts to segregate industry according to performance characteristics. Some of these measurements of performance are noise, smoke and dust, odors, glare and heat, vibration, fire and explosive hazards, electromagnetic interference, radioactive emissions, industrial wastes, and density and yard controls.

In theory, Mr. Backstrom said that performance zoning makes sense, but whether or not the theory can be translated into practice raises a number of questions not yet clearly answered. In the first place, can various emissions be measured? Can standards be put into ordinances that will keep nuisance factors in bounds? Can performance-type zoning be administered by municipal authority? Can continued performance be effectively policed without gradual infringement on the standards? He believed that performance zoning would require a higher calibre technician than previously used in zoning administration. He felt, however, that the industry seeking a suitable location and environment would be benefited through performance zoning.

In the discussion period that followed, it was agreed that ordinarily a city should not seek an industry that would compete with existing industry because of economic considerations. There seemed to be a consensus that cities should not overlook existing industries and what can be done to help them expand. It was felt that before a new industry is obtained for a city, a survey should be made to decide whether it would be suitable for the city. Wherever possible, it was felt that an industrial coordinator employed by the chamber of commerce should work with individuals and industries and the city hall in obtaining new industries, and that the manager should take the



Another of three concurrent interest groups sessions was on the subject of "Promoting and Controlling Industrial Growth." The members of this panel were (left to right): Leon Carver, Altus, Okla., reporter; Elgin E. Crull, Dallas, Tex.; C. A. Miller, Saginaw, Mich., chairman; Frank H. Backstrom, Wichita, Kans.; W. T. Williamson, Fair Lawn, N. J.; and Edwin S. Howell, Richmond, Calif.



leadership only when no other individual or agency is available. Before a manager takes leadership in getting new industries he should have an okay from the council.

It was believed that local taxes are not a very important factor with respect to getting new industries, and that no concessions in the form of taxes or otherwise should be made. Cities should avail themselves of the urban renewal program to acquire land for industrial sites. Considerable emphasis was made by the panel on getting new industries which would fit in with the over-all plan of the city and its future economy.

### CURRENT TRENDS IN FINANCE, PERSONNEL, AND PLANNING

All of the managers met in general session with Clarence H. Elliott, Kalamazoo, Mich., as chairman to hear short addresses on current trends in municipal finance, by Joseph F. Clark, executive director, Municipal Finance Officers Association, Chicago, Illinois; in planning, by Corwin R. Moccine, city planning engineer, Oakland, Calif., and in personnel practices, by Edmond F. Ricketts, field supervisor, Public Administration Service, Chicago, Illinois. These addresses were published in the October, 1956, issue of Public Management. The groups then disbanded to meet in three concurrent sessions in order to discuss in more detail various aspects of the problems and trends in these fields. The discussions at these three sessions are summarized below.

**TRENDS IN FINANCE.** Raymond P. Botch, Elgin, Ill., chairman; and David Goodman, Abingdon, Va., reporter; and Joseph F. Clark, MFOA, consultant. Panel members: John M. Baldwin, Ocala, Fla.; A. A. DeBard, Halifax, Can.; T. E. Hinson, High Point, N. C.; and John B. Wentz, Beverly Hills, Calif.

It was agreed that cars should be rented only when the cost is less. This can be determined after an analysis has been made of current costs of owning cars as compared with rental costs. Bids should be taken on a competitive basis for the rental of equipment.

General obligation bonds are preferable to revenue bonds for expansion of the water system if the credit of the city is good. Revenue from water charges can be used to retire such bond issue. In effect, by pledging the revenue of the utility the city has a revenue bond issue but has the financial saving in interest by issuing them as general obligation bonds.

The conventional methods of financing off-street parking facilities were set forth as assessment districts, revenue bonds, and parking meter revenue. It was felt that the type of financing used depends on the local situation. Experience indicates that revenue bonds have consistently commanded a much higher interest.

The question was discussed on whether long-range capital improvements should be prepared separately from the annual budget and whether the capital improvement budget be adopted separately by the city council. It was the consensus that long-range capital expenditures can be considered at a different date if a separate budget is prepared. This would give the council much more time to consider the capital items and revise the time schedule and estimated costs. It was the consensus, however, that current capital items should not be in a separate budget.

The immediate investment of idle funds can return substantial amounts of money to the city. It was pointed out that the League of California Cities put out an excellent publication on this matter in April, 1956, entitled "Reviewing Cash Management and Investments of Idle Funds." The investment of surplus cash will to a certain degree depend on the legal requirements. Also, the investment of this surplus will depend on the necessity for the use of the money. The conventional methods of investing this money are savings accounts, short-term government securities, and government bonds.

A system of encumbrances in cities of all sizes is necessary if efficient management of the budget is to be maintained. Bookkeeping machines that can furnish needed information in a short time can be helpful. The multipurpose machines that can be used for the operation are not expensive, particularly when man hours are being saved.

There are many federal aids and grants which cities, if they so desire, should take advantage of. These include sewage grants, redevelopment programs, airport development, and civil defense programs.

There are certain times when a city should use a financial consultant when issuing a bond issue.



A city should use a consultant it was believed, when the city is not widely known among investors, when a large bond issue is offered, when the city has a large outstanding debt, and when the existing bond supply affects the over-all bond market.

**TRENDS IN PERSONNEL.** Russell W. Rink, Pueblo, Colo., chairman; Joseph A. Warren, Jackson, Mich., reporter. Panel members: Charles Brazil, Port Arthur, Tex.; Richard H. Custer, Kenosha, Wis.; Lohn R. Ficklin, Vallejo, Calif.; Roger Lord, Three Rivers, Que.; and Edmond F. Ricketts, Public Administration Service, consultant.

Municipal employees should be encouraged to participate in management decisions. To do this, not only department heads, but also other supervisory personnel should be included in staff conferences. The ideas of the employees should be put into the program. All employees should be made to see the over-all need and desirability of the program. After the department heads and other supervisory personnel see this need, then the order should be issued for action.

A city can arrive at a just and equitable salary and wage program better by calling in an outside personnel consultant; the outside consultant brings in an over-all view. The recommendations of the consultant should be bolstered with data from the pay survey. However, the personnel people in the city should be used to assist in the plan so that it will not be foreign to them when the consultant leaves.

The question was discussed whether incentive pay plans are practical. Incentive pay plans are good only if a performance rating system is in effect and if it is well accepted by all. The council must be strongly in favor of and understand the performance rating plan. If the council is not sold there will be almost certain interference in behalf of certain employees from the council or individual councilmen.

It was felt that civil service requirements should be adjusted to meet the present personnel shortage. The invitations for recruitment should be extended over a wider area. The test should be held at places and hours convenient to the applicants. In many cases the facilities of a civil service department of a city could be used to give examinations to applicants from other cities. The expenses of candidates chosen from another city should be paid.

It is desirable to have city employees work as a team. Staff meetings of all departments are good if for no other reason than to let each department head explain what his department is doing. This type of meeting closes the gap between departments and employees gain a greater appreciation of each other's work and problems.

Discussion was held on what the attitude of the city would be on shorter and shorter hours for firemen. It was brought out that firemen cannot be blamed entirely for wanting to get on the general trend towards a shorter work week. The demand, however, should be held in check, if possible, until further progress is made on police and fire integration.

We must learn to live with unions as they are a fact of life. The city manager should show the employees that the cities are nonprofit organizations and therefore are somewhat different in negotiation and labor demands than a private corporation. The manager should define the scope of the union negotiation. The city must reserve certain rights in the following areas: entry of new employees, control over standards, responsibility of administration, authority to control number and level of services, city be assured of pattern of organization to speak for all employees, city be assured that agreement will be honored, and city be assured of simple adjustment of grievance machinery and not straight mediation.

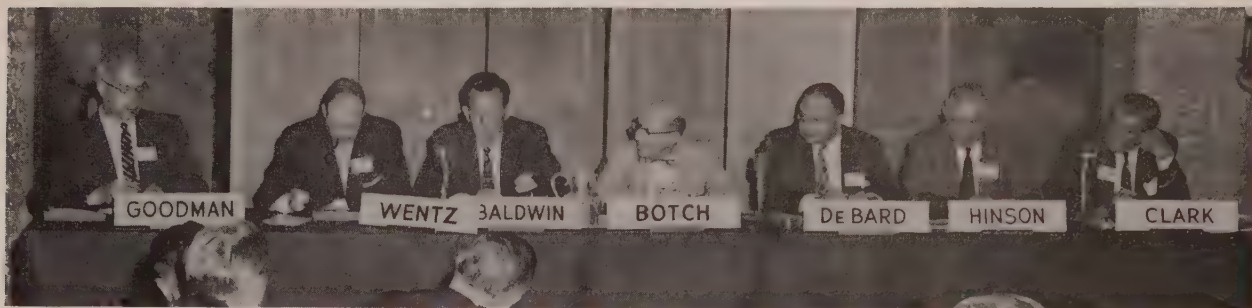
The manager's role in negotiation with labor unions should be whatever the council wants it to be. The manager should, if the council desires, meet with employees but he must know how far the council will go in granting requests. The manager must determine what the city should or could do on employee demands and then how far council will go within these limitations.

The standards and quality of work can be increased by training, by proper organization, and by increase in morale and efficiency of the employees. An attempt should be made to convince foremen and supervisors to train themselves and also to train others below them. Also the organization should be set up so that there is adequate supervision on all levels.

The theory of longevity pay runs counter to the theory of equal pay for equal jobs. There are many jobs in the city that are not benefited by having employees in them for a long period of years. Longevity pay would not be applicable where the first years are spent in one city job and later years in a totally unrelated job.



It was felt that mandatory retirement at a certain age should not be used. The same technique should be used in retirement as in the age of entering. Arbitrary retirement age is only necessary if a plan cannot be arrived at. When city employees compare their salaries with the salaries of other people working in private companies they forget about the fringe benefits. Fringe benefits cost a large amount of money in their annual aggregate. All managers should make frequent dollar cost comparisons of fringe benefits. The employee should be shown that the fringe benefits are part of the wages they receive.



After hearing from specialists in the fields of finance, planning, and personnel, concurrent sessions were held in these fields.

Finance (left to right): David Goodman, Abingdon, Va., reporter; John B. Wentz, Beverly Hills, Calif.; John M. Baldwin, Ocala, Fla.; Raymond P. Botch, Elgin, Ill., Chairman; A. A. DeBard, Halifax, Canada; T. E. Hinson, High Point, N. C.; and Consultant, Joseph F. Clark, Director of Municipal Finance Officers Association.

Planning — Ralph W. Snyder, Highland Park, Ill., Chairman; Robert A. Finlayson, Eugene, Ore.; Consultant, Corwin R. Mocine, City Planning Engineer, Oakland, Calif.; Dean I. Dauley, Grand Prairie, Texas; John A. Paulus, Mt. Lebanon, Pa.; Russell J. Cooney, Merced, Calif.; and Arthur Blessing, Schenectady, N. Y., reporter.

Personnel (left to right): Joseph A. Warren, Jackson, Mich., reporter; Charles Brazil, Port Arthur, Tex.; Roger Lord, Three Rivers, Que.; Russell W. Rink, Pueblo, Colo., chairman; Richard H. Custer, Kenosha, Wis.; Lohn R. Ficklin, Vallejo, Calif.; and Edmond F. Ricketts, Public Administration Service, consultant.



**TRENDS IN PLANNING.** Ralph W. Snyder, Highland Park, Ill., chairman; Arthur Blessing, Schenectady, N. Y., reporter; and Corwin R. Mocine, city planning engineer, Oakland, Calif., consultant. Panel members: Russell J. Cooney, Merced, Calif.; Dean I. Dauley, Grand Prairie, Tex.; Robert A. Finlayson, Eugene, Ore.; and John A. Paulus, Mt. Lebanon Twp., Pa.

The master plan is a working document which should be prepared with a local touch. It should be thoroughly explained to the planning commission, the city council, and the general public. In order to be effective it should have reasonable acceptance by all of these groups. A master plan should be revised periodically in order to keep it up to date. The city manager should be active in the preparation of the plan by giving the planning commission and technicians the benefit of his advice, but he should not participate in selling it publicly until after it is officially adopted.

A land use plan is a part of the master plan. Basic data regarding existing land use may be assembled by a planning commission or staff. The advice of a technician or consultant is highly desirable in forecasting future land use needs. Any such plan must be in conformity with the general thinking of the community.

Planning is sometimes oversold rather than undersold. This is evidenced by the great increase in planning activities and shortage of planning technicians during the past few years. If selling is necessary, it may be effectively accomplished through annual planning reports, talks to service clubs and similar organizations, daily contact with the citizenry, radio, the press and citizen participators in the form of citizen committees. A planning staff is most effective when the planning commission is in need of enlightenment. Any community of 25,000 or more should have a full-time planner; cities of this size cannot afford to be without one.

Citizen committees are very helpful in the preparation and execution of the master plan. However, they should be carefully selected and constantly guided by a professional planner or consultant. The planning function should be kept separate and apart from the engineering or other city departments. Effective planning requires a broad over-all consideration of the schools, recreation, traffic, finance, zoning, architecture, engineering, and many other municipal functions.

The planning function should ideally fall directly under the city manager although planning staffs under the planning commission work successfully in many cities. In any instance, the city manager should work closely with the planning commission and staff. However, it was believed he should not be an active member of the commission.

Minimum off-street parking requirements in a zoning ordinance are highly desirable for all types of structures including commercial buildings. However, it may be necessary in central business districts to modify these requirements by permitting parking within a limited distance from the building in question.

Several cities are considering the closing of major streets to vehicular traffic and developing pedestrian malls. This procedure involves many technical and legal problems as to the rights of abutting owners, etc. Such a proposal should be initiated by the chamber of commerce or other citizen group and should be undertaken by the city only after public acceptance. Spot zoning and special permits are prohibited by law in many states. Court decisions have been somewhat inconsistent as to the definition of spot zoning. A strong board of zoning appeal working closely with the planning committee can do much to reduce the undesirable practice of granting spot zoning and special permits. An ordinance limiting the power of the zoning board and a strong master plan will decrease the demand for spot zoning.

Elastic or so-called stratified zoning should never be adopted. Zoning requirements should be firm, precise, and written in definite language. The public has a right to know and understand what the zoning laws of the community are.

In many states private land for future street development may be reserved on the official map. However, the city must have a plan for the development of these streets within a reasonable length of time. It cannot compensate or deprive the owners of use of land indefinitely.

Land which is difficult to service due to its topography should be controlled by subdivision regulations. Once a subdivision plan has been accepted by the city, the city is obligated to provide services. Sidewalks for pedestrian safety should be required in residential areas; it appears that the trend is in this direction.



POPULATION GROUP SESSIONS AND COUNTY MANAGERS

Nine different population groups each discussed two different case studies. The county managers had a meeting of a general nature and did not use the case studies. The population groups which used the case studies were:

Cities under 4,000 — Hayward B. Carsley, Norway, Maine, chairman, and Ernest Madsen, Fridley, Minn., reporter.

Cities between 4,000 and 6,000 — Murrey W. Fuller, Sidney, Nebr., chairman, and R. H. Van Deusen, Clarinda, Iowa, reporter.

Cities between 6,000 and 9,000 — Earl P. Wagner, Negaunee, Mich., chairman, and Donald J. Waring, Brewer, Maine, reporter.

Cities between 9,000 and 12,000 — Gary O. Summers, Bellaire, Tex., chairman, and Robert C. Storey, Ferguson, Mo., reporter.

Cities between 12,000 and 18,000 — E. C. Marriner, Pittsburg, Calif., chairman, and George Aissa, Tulare, Calif., reporter.

Cities between 18,000 and 24,000 — R. B. Riddle, Minot, N. D., chairman, and M. Don Harmon, Boulder, Colo., reporter.

Cities between 24,000 and 35,000 — Kenneth B. Douglass, Whittier, Calif., chairman, and Gayle T. Martin, Maywood, Ill., reporter.

Cities between 35,000 and 60,000 — Jerome Keithley, Palo Alto, Calif., chairman, and Laverne J. Schiltz, Dubuque, Iowa, reporter.

Cities over 60,000 — Samuel E. Vickers, Long Beach, Calif., chairman, and Oscar Hesch, Covington, Ky., reporter.

There was a total of four case studies, two of which were used by each of the various groups. Each case study was divided into two parts. The first part discussed the problem at hand which was read by the chairman and then a discussion was held on how the situation should have been handled. The second part was on a suggested way in which the situation was handled and then more discussion was held on the handling of the situation. These four case studies are summarized briefly below; it is not possible to summarize the various solutions proposed and discussed by the managers.

1. Appointment of a Police Chief. The first case was discussed in all population groups of 12,000 population and over. It involved a situation where the city manager two months after being appointed is put in the position where he has to appoint a new chief of police upon the retirement of the old chief. The two police captains on the force are the only applicants for the job. These two captains have been rivals for years and both have loyal supporters and enemies in the department and in the city. Both are around 45 with 18 to 20 years of service respectively. Their educational background and command experience are approximately the same.

The manager considers the appointment of a nonlocal chief to be desirable, but he is reluctant to take such action principally because of pressure which has been brought on the city council against employing an outsider to be chief of police. Moreover, the manager is new in the community and is fearful that the appointment of a nonlocal chief (something which has never been done before) might result in a referendum action by the public. The manager also considers giving the two candidates a series of tests but he is not at all satisfied that any test would help him select the best all around administrator.

The city manager in this case, after sending up trial balloons to test the sentiment of the public, finds out that the public is overwhelmingly in favor of appointing a local man. Also 60 per cent of the policemen on the force are in favor of the appointment of a local man. Knowing the rivalry of the two chiefs, the manager resolves to make what he considers the right decision and open this job to state-wide competition. He appointed an outside man for the job and then released the news for publication along with a summary of reasons for not selecting a local man. As a matter of courtesy he sends a copy of this release to the council. The next day the manager is told that petitions are being circulated demanding his dismissal.

2. Employee Morale. The case study on employee morale was discussed in all population groups of 35,000 and over. A new manager is appointed in a city that has just adopted the council-manager plan. Seven of the nine councilmen are members of the reform group which had sponsored the plan and the other two are members of a local political machine that has previously controlled the city





The ICMA exhibit shown above featured what the ICMA does, with special displays for the new "Municipal Fire Administration" textbook and Management Information Service.

government. The manager discovered that although the city had a civil service system for many years it was very inadequate. Large groups of employees were exempt and many important positions were held on a temporary basis. Personnel records were incomplete and examinations for most positions had not been held for years, and there were no eligible lists. There was no classification plan and no pay plan, no definite hours of work or vacation and sick leave policy.

The morale among the city employees was very low and they were uncertain about their future under the new form of government. A few months before the manager plan went into existence, an outside consultant prepared a position classification and pay plan and a set of civil service rules. In the manager's opinion, the plan and rules were sound. One of the rules stipulated that anyone who had held a position for one year would be frozen into that position by adoption of the classification plan. The reform members of the new council were opposed to the classification plan because it would freeze into permanent civil service status many of the political appointees of the previous administration. The machine members of the present and previous council opposed it because too few positions were exempt from competitive appointment.

The city manager felt that no progress could be made until the civil service rules and position classification and pay plan was adopted. At a meeting he pleads that the only tactful thing to do was to accept into the plan all employees who are now on the payroll and to weed out incompetent ones as they are discovered. The incompetent employees will be discovered by the department and division heads.

3. Volunteer Fire Department. The organization of a volunteer fire department was discussed by all population groups 12,000 and under. In a certain city, the city manager has no control over the volunteer fire department. The volunteers elect their own chief and their own members and develop their own by-laws and procedure for handling meetings. The volunteers receive a nominal payment from the city for each run. Their newly elected chief is a popular athlete in the city and is well liked by a large portion of the population. He is, however, known to be hot-tempered. One full-time fireman who maintains the fire equipment and lives at the fire station is appointed by the city manager. He drives equipment to the fire and operates the pumper. Personal antagonism soon develops between the new chief and the full-time fireman.

The chief publicly states that the fireman is not keeping up the equipment, and the fireman replies that the chief is interfering in the mechanical upkeep of the apparatus about which he knows nothing. The manager is concerned over this relationship but he is more concerned over the social activities of the company. For some years the fire company has scheduled monthly social events that usually include drinking and poker. Moreover, great stress has been laid on the fund raising activities by the company and it has become customary for equipment and supplies to be financed in part with funds collected in this manner with the city financing the remainder. The entire company enthusiastically supports these fund raising projects.

The members of the department feel that the antagonism between the chief and the fireman is a



matter for the company itself to settle, and they are reluctant to discuss it at an open meeting or even individually. The manager has been reluctant to discuss the situation with the city council for the popular conception has always been that the volunteer fire department has always been "untouchable" and not really the concern of the council. Moreover, the fire chief is a brother-in-law of one of the five councilmen.

The city manager decides that things were getting out of hand and that immediate action on his part was necessary. The manager recommended to the council that an ordinance be adopted (1) giving the manager full authority over the maintenance of equipment, and (2) combining the position of chief and fireman in the position of a full-time fire chief who would be appointed by the manager. The council gave the manager full authority on equipment but took no other action.

At the next meeting the fire chief told the council that the volunteer fire department had been a credit to the city for many years and that the usurping of his authority by the manager would destroy the department. He claimed to have a signed statement from the majority of fire company that they would resign if the traditional status of the department was changed. After long debate with the manager taking an active part the council voted three to two to approve the manager's recommendations. The chief and one-third of the volunteer firemen immediately resigned.

4. Applying for a Manager Position. Seeking a new position and council-manager relations was discussed by all population groups 35,000 and under. A certain city manager had served in the city for two years. Although the situation of the town was not critical, it was far from satisfactory; and therefore he would prefer to move to another city. The council is of mediocre quality, and the local press gives little support to the administration. Two of the seven councilmen would like to replace the manager. After giving it a great deal of thought the manager decides to submit an application to a larger city in an adjoining state. He does not want the news of his application to get back to the city so he limits his references to people who do not live there.

After hearing nothing for 30 days he drives over to this other city to find out about the status of the job. The mayor apologizes for the delay and states that there are over 40 applicants for the job. Because competition is so keen he refrains from raising pointed questions concerning local conditions, the payment of moving expenses, attendance at professional conferences, and details concerning the administrative authority of the manager. Two days later a reporter from his home town paper asks the manager about his trip. The manager declines to comment but in the next issue it is reported that the city manager is seeking other employment.

The city manager in this case is offered the managership of the city at a higher salary than he received in his present city. After he arrives at the new city, the manager finds the city council is divided into standing committees that exercise a great deal of administrative authority. He finds he has a great deal of interference from the councilmen. Moreover, several of his department heads including the police chief, fire chief, and the engineer have formed the habit of discussing administrative matters directly with the standing committees.

County Managers. A. T. Lundberg, Arlington County, Va., chairman; Walter S. Mansfield, Monterey County, Calif., reporter. Panel members: T. M. Heggland, San Diego County, Calif., Melvin L. Reese, Montgomery County, Md.; J. Harry Weatherly, Guilford County, N. C. It was agreed by this group that the functions of the county differ widely from state to state, and that in California county government seemed to be more progressive than in most other states. Many states need to change their legislation for home rule and for the county-manager plan, eliminate overlapping taxing agencies, and consolidate some of the smaller counties.

The group felt that county managers should be given more recognition by the Association in the conference program and that more county managers should attend the conference. It was believed that a special letter to county boards of supervisors would make it easier for county managers to attend. Other questions discussed by the county managers were: changing the fiscal year for counties, use of IBM or other equipment, and microfilming of records.

### ANNUAL BUSINESS MEETING OF ICMA

Committee Reports. At the business session, President McClure first called for the report of the Resolutions Committee which was presented by Chairman Woodbury Brackett, Concord, N. H.,



including (1) thanking our hosts, the Northwest City Managers' Association, (2) thanking nonmanagers for their part in the program, (3) expressing appreciation to officers and staff, (4) offering support to the American Municipal Association in its request to the National Board of Fire Underwriters for a review of its Grading Schedule before publication, (5) requesting the Executive Board to initiate an amendment to the constitution establishing the new title of director emeritis for Clarence E. Ridley, and (6) a resolution in memory of members who had died since the previous conference. The report of the committee was adopted.

Next came a report of the Auditing Committee presented by Chairman Philip L. White, New Ulm, Minn. The report showed an excess of income over expenses of \$27,908 for the fiscal year ending June 30, 1956; operating income increased \$14,620, and operating expenses increased \$22,757 over the preceding year. The committee recommended that the balance sheet should include office furniture and equipment and an inventory of publications, and also that the scope of the audit be expanded to include a check of the physical assets and the inventory. The report of the committee was adopted.

The Nominating Committee, composed of the three immediate past presidents in attendance at the conference — George E. Bean, Peoria, Ill., chairman; Clarence H. Elliott, Kalamazoo, Mich.; and Leonard G. Howell, Des Moines, Iowa — presented nominees for President and five regional Vice-Presidents: for President, Samuel E. Vickers, Long Beach, Calif., and for Vice-Presidents from the five regions: West, Robert A. Finlayson, Eugene, Ore.; Southwest, Virgil Basgall, Junction City, Kans.; Midwest, C. A. Miller, Saginaw, Mich.; Northeast, Harold C. Pike, Cheltenham Township, Pa.; and Southeast, T. E. Hinson, High Point, N. C. Since there were no further nominations from the floor the members voted to cast a unanimous ballot for the nominees submitted.

Honorary Members. President McClure stated that the Executive Board at a meeting earlier in the year had approved unanimously two names for honorary membership in ICMA. He called on



ICMA EXECUTIVE BOARD

Front Row (left to right): Vice-Presidents Erbin E. Jones, Bartlesville, Okla. and H. M. Crane, La Grange, Ga.; newly elected Vice-Presidents Harold C. Pike, Cheltenham Twp., Pa.; Virgil Basgall, Junction City, Kans.; T. E. Hinson, High Point, N. C.; Robert A. Finlayson, Eugene, Ore.; C. A. Miller, Saginaw, Mich.

Top Row (left to right): Orin F. Nolting, ICMA Executive Director; Vice-Presidents Wayne E. Thompson, Oakland, Calif.; Elder Gunter, University City, Mo.; Warren C. Hyde, Edina, Minn.; retiring President Russell E. McClure, Corpus Christi, Tex.; newly elected President Samuel E. Vickers, Long Beach, Calif.; past President Clarence H. Elliott, Kalamazoo, Mich. and Vice-President Julian H. Orr, Portland, Me.

Other Board members attending the Conference but not included in the picture were: Past Presidents George E. Bean, Peoria, Ill.; Robert W. Flack, Durham, N. C., and Leonard G. Howell, Des Moines, Iowa. Past President Ross E. Windom, St. Petersburg, Fla. was the only Board member not at the Conference. Vice-Presidents attending the Conference but not in the picture included E. J. Allison, Ogden, Utah; Arthur S. Owens, Roanoke, Va.; James F. Shurtleff, Medford, Mass.; and J. H. Wigglesworth, Lawrence, Kans.



Clarence H. Elliott, who submitted the name of Professor Arthur W. Bromage of the University of Michigan, who was unanimously elected. President McClure then presented the name of Clarence E. Ridley, who had been executive director of ICMA for 27 years, and his election as an honorary member was unanimously approved.

Committee on Professional Training. President McClure then called on L. P. Cookingham, Kansas City, Mo., to give a progress report on the work of the Committee on Professional Training, composed of himself as Chairman and Steve Matthews, San Antonio, Tex.; Robert B. Morris, Glen-coe, Ill.; Donald M. Oakes, Grand Rapids, Mich.; Carleton F. Sharpe, Hartford, Conn.; Edwin O. Stene, University of Kansas; Stephen B. Sweeney, University of Pennsylvania; John B. Wentz, Beverly Hills, Calif.; and Hugo Wall, University of Wichita, who is also secretary of the Committee. Mr. Cookingham stated that the entire Committee was in attendance at the Conference with the exception of Mr. Sharpe and that several meetings had been held; that a tentative draft of certain sections of the report had been prepared; that members of the Committee, together with other invited managers, would attend a workshop late in November in connection with the conference with the American Municipal Association in St. Louis to discuss desirable standards for training young men desiring to enter the city manager field and also for training managers who are already in the field.

Report on Panama Congress. C. A. Harrell, Cincinnati, Ohio, and a past-president of ICMA, who had been designated earlier in the year as official representative of ICMA to the Inter-American Municipal Congress in Panama in August, 1956, submitted a brief report on the Congress. He said that every country in the western hemisphere was represented and that there was greater participation by the American delegation than at past Congresses. He said that reports from certain other countries, like Brazil and Costa Rica and Mexico, showed an improved status for local self-government and a move away from over-centralization in the capitol cities. He believed that this was in part the result of the work of the Inter-American Municipal Organization at Havana over the past several years in promoting the organization of national associations of cities.

Subjects covered at the congress were expansion and development of urban and suburban areas, economic means of cities in relation to municipal autonomy, appraisal of inter-municipal cooperation with emphasis on the need of national municipal associations, and executive action and its importance in the management of municipalities. Mr. Harrell gave a luncheon address on "A Comparison of the Mayor-Council and the Council-Manager Forms of Government as Practiced in the United States." The program and other material for the Congress was printed in three languages — English, Spanish, and Portuguese.

Entertainment included several receptions, a visit to the Panama Canal, and a display of international folk lore and dancing. The national government of Panama issued a special commemorative stamp in honor of the meeting.

Mr. Harrell pointed out that the idea of intermunicipal cooperation on the North and South American continents originated in 1921, and that the first of the six congresses that have been held convened in Havana in 1938 with 430 delegates from 21 American countries present. The next congress was held in Santiago, Chile, in 1941; the third in New Orleans in 1950; the fourth in Montevideo, Uruguay, in 1953; the fifth in San Juan, Porto Rico, in 1954. The next congress will be held in Rio de Janeiro in 1958.

Urban Transportation. Vice President Warren C. Hyde, Edina, Minn., submitted a brief progress report on the work of the National Committee on Urban Transportation. He pointed out that several ICMA members, notably Ray W. Wilson of Phoenix, Ariz., and O. W. Campbell, San Diego, Calif., were instrumental in the creation of this committee at the time of the ICMA Los Angeles conference in 1953. ICMA was one of six cooperating national organizations of public officials that founded the committee in May, 1954, and three other organizations joined in the work later.

The first objective of the committee was the preparation of a manual of methods and procedures by which municipal officials could undertake a complete fact-gathering program to permit an evaluation of over-all transportation deficiencies and future needs. Nine sub-committees undertook the preparation of the preliminary manual which was completed earlier this year. In March of this year eight pilot cities were selected to field-test the methods and procedures that had been developed, including the council-manager cities of San Diego, Calif., Phoenix, Ariz., Albuquerque, N. M., Oak Park, Ill., and Pocatello, Idaho. The pilot studies in these cities will be completed by July 1, 1957, and the manual will be revised in the light of these field tests.

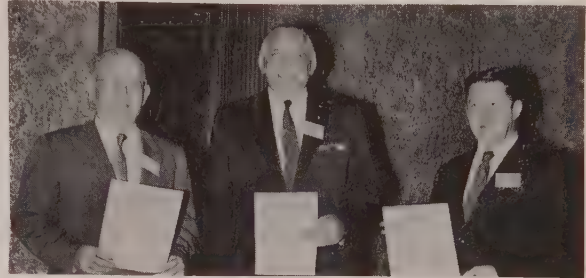


Passage of the 1956 Highway Act, Mr. Hyde said, made it imperative that cities take the initiative to develop facts and information upon which plans for solving street and transit problems can be prepared. Mr. Hyde also stated that during the past year the national committee has set up a full-time headquarters office in Washington and that on September 7, 1956, the national committee at a meeting in Washington adopted a budget of \$86,500 for the year 1957. The United States Bureau of Public Roads contributes to the committee's budget and also loans some of its staff members to help in the work of the committee.

**Report of the Executive Director.** Executive Director Orin F. Nolting, in his report to the members, stated that the Association has become one of the most important professional organizations in this hemisphere and in the world. City managers have good reason to be proud of the organization, he said, because it is what they have done that has made the ICMA what it is today. He paid tribute to the contributions of Clarence E. Ridley to the development of the manager profession over the 27 years he was Executive Director, and called attention to the article by President McClure which appeared in the July 1956, issue of *The American City Magazine*, in which he referred to Ridley as "Mr. City Manager," and said that he personifies all the best elements in the city-manager profession.

Nolting pointed out that during the past ten years the number of council-manager cities had increased at the rate of 75 cities per year, and that the number of city-manager members has increased from 550 in 1946 to nearly 1,300 at the present time. In addition to the regular periodicals, "Public Management," "The Municipal Year Book," and the "City Managers' Newsletter," Director Nolting mentioned that the in-service training manuals and courses, established 22 years ago, had become enormously popular. He said that a total of 1,000 municipal officials and employees enrolled in training courses during the year, and that in addition 6,000 copies of eight manuals were sold to officials and to universities and colleges for classroom use.

With respect to another major Association activity, Management Information Service, established ten years ago, a total of 910 cities and towns are subscribers. He said that since it was started, a total of 150 MIS reports had been published. In addition he mentioned that the Association each year publishes three directories — the annual *Directory of City Managers*, a *Directory of Administrative Assistants to Managers*, and a roster of young men receiving master's degrees in public administration and who are available for internships in managers' offices. He said that the two most popular special reports issued in recent years are "The Handbook for Councilmen in Council-Manager Cities" and "Check List on How Cities Can Cut Costs." The Director reported that beginning on January 1, 1957, ICMA would have 30 per cent more office space and



Seven managers completed a quarter century of manager service during the year and were awarded 25-year certificates. The awards were presented by President McClure at the annual banquet to (left to right): H. G. Stallings, Nacogdoches, Tex.; E. M. Shafter, Royal Oak, Mich.; and Woodbury Brackett, Concord, N. H. The other four managers were not at the conference. A total of 82 managers have received 25-year certificates since it was started in 1943.



President Russell E. McClure (right) presents Attendance Cup at Annual Banquet to Wesley McClure, San Leandro, Calif., who accepts the cup for the California managers with 65 of their 152 managers present. Michigan was second and Illinois third.



that the staff would be expanded to provide an increased service program which would include the publication of a series of pamphlets on various aspects of the city-manager profession, the preparation of the manual on in-service training of supervisory personnel, and as soon as staff time permits, the preparation of a book on the city-manager profession.

ICMA has increased its effectiveness, according to the Director, by coordinating our work with that of other organizations and groups. ICMA has many cooperative arrangements with other national and international organizations. An example is the National Committee on Urban Transportation created by the cooperative efforts of six national organizations. He pointed out that beginning in September, 1956, ICMA is serving as the secretariat for the American Committee on International Municipal Cooperation. ICMA publications have been extensively translated and used in other countries, including in-service manuals, and during the year a steady stream of visitors from national and local governments in other countries has come to ICMA headquarters at "1313."

### A LOOK AT THE CITY MANAGER PROFESSION

At the concluding session on the last day of the conference Hugo Wall, head of the department of political science at the University of Wichita, Wichita, Kan., and a member and secretary of the ICMA Committee on Professional Training, was introduced by Chairman Don C. McMillan, Pasadena, Calif., as a Californian because he had gotten his A.B. and Ph.D. degrees at Stanford University. Mr. McMillan said that Mr. Wall was well qualified to sum up the conference and take a look at the manager profession because of his many years of close contact with the operation of the council-manager plan in Wichita and because he had been a close student of the operation of the council-manager plan for more than 25 years.

Mr. Wall entertained the managers with a description of what he called "tell-tale characteristics" of managers. In the serious portion of his talk, he said that managers are perfectionists, and they are always comparing notes and seeking new ways of doing better what they have been doing. This habit, he said, was not good for a quiet and serene life but it made for one of the most rapid improvements in the administration of public affairs in modern history. He said also that managers think in terms of their organization rather than of themselves as individuals.

Another characteristic of managers is flexibility — ingenuity in figuring out how to arrive at certain objectives. He said, for example, that he had noted in the discussion on the integration of fire and police services that managers did not talk about integrating the department but integrating their work.

The most striking characteristic of managers, Mr. Wall said, is their keen sense of the profession — an acute awareness of the responsible position they hold and of the high ethical conduct called for by this position. He said that in not a single instance where the manager plan had been abandoned had there been any charge of malfeasance or misfeasance against the manager.



The professors talk about "A Look at the City Manager Profession." Left to right: Stephen B. Sweeney, Univ. of Pennsylvania; Ed Stene, Univ. of Kansas; Hugo Wall, Univ. of Wichita, all three of whom are members of the ICMA Committee on Professional Training; and Russell Maddox, Oregon State College, who was a reporter for one of the sessions.

The one thing that intrigued him the most with the work of the manager, Mr. Wall said, was his position as a coordinator — a generalist who brings the points of view of specialists together in getting a job done. The key to performance, he said, is coordinated timing. He compared the position of the manager with that of a conductor of a symphony orchestra who determines what each player does — the exact moment when he will play and what he will play and with how much gusto he will play it. The manager in like manner must know how to draw the best out of each specialist and how to direct that performance into a harmonious whole. In addition, the manager has the responsibility of explaining to the public the city's programs and policies in terms the public can understand. The city manager, he said, is the link between a busy and harassed group



of functional experts and the angry and frustrated citizens. Mr. Wall concluded that city managers who survive for any length of time are men with cast-iron stomachs — because of the words they have to eat because they can not say them.

The manager profession has been an evolving one, Mr. Wall said, and managers have evolved with it. Because of the continued rapid growth of the council-manager plan, Mr. Wall believed that managers have a definite responsibility for recruiting and training younger men who will be the managers of tomorrow. If the men available as city managers prove unequal to the task, people will think up another form of municipal government. He quoted Brooks Adams who said: "Modern civilization has unprecedented need of the administrative or generalizing mind . . . otherwise disintegration sets in, the social momentum is gradually relaxed, and society sinks back to the level at which it can cohere."

Mr. Wall pointed out that the problem of training involves not only prospective city managers but also line and staff people. The assignment calls for men and women of a high order of ability who are strongly motivated by a broad concept of social service. The manpower shortage, he said, together with civil service restrictions compel managers to use the talent on hand and to train it to the standards required. The manpower shortage is not so much a shortage of people, but rather of trained people, and it grows in large part out of the constantly rising standards of performance demanded by government. In addition to the rigorous recruitment program, a more intensive and extensive program is needed, he said, and this has been the concern of the ICMA Committee on Professional Training as far as city managers are concerned.

#### IT'S FUN TO BE A MANAGER'S WIFE

More than 200 wives of city managers attended a panel discussion on "It's Fun To Be A Manager's Wife" on the morning of the second day of the conference, a session for women only. Presiding at this session was Mrs. Russell E. McClure, Corpus Christi, Tex., wife of the ICMA president, who was assisted by the wives of ICMA vice presidents attending the conference: Mrs. E. J. Allison, Ogden, Utah; Mrs. Warren C. Hyde, Edina, Minn.; and Mrs. J. H. Wigglesworth, Lawrence, Kans. Mrs. Erbin E. Jones, Bartlesville, Okla. was present at the conference but unable to participate because of a sore throat. The session was opened with brief talks by the wives of the ICMA vice presidents. Mrs. Allison discussed the topic of "Smoothing the Rough Spots on the First Manager Job;" Mrs. Hyde talked on "Serving as the Home Secretary Makes Life Interesting;" and Mrs. Wigglesworth on the subject of "Moving to A New City Offers Exciting New Experiences." Following these short talks the panel discussed questions submitted by wives of managers in the audience. Some of the questions and the answers by members of the panel have been summarized as follows by Mrs. McClure:

1. How much abuse should a manager's wife take before hanging up on an irate citizen? Some of the participants felt that there were occasions when it was necessary to stop a telephone conversation by hanging up when it was obvious that the caller would not listen to reason. Others felt that the silent treatment was better, permitting the person calling to get the matter off his or her chest.
2. When a manager's wife hears gross misquotations about her husband which she knows are untrue and unjust, should she defend his position or hold her tongue? The general opinion was that the proper approach would be to advise her husband of the comments, permitting him to handle the matter in the way he believes best.
3. When at social gatherings a manager's wife hears remarks about her husband's administration, should she identify herself and suggest that the problems be taken up with her husband and thereby get correct information or should she keep quiet, say nothing, and relate the incident to her husband? This is similar to question 2 and the same general comments were made that it was unwise to participate in an argument but rather to inform the husband to allow him to handle any comments that are to be made.
4. Should a manager's wife accept leadership positions in civic organizations? It was felt that the manager's wife could accept positions of leadership in organizations of interest to her children and that she should actively participate in the Parent Teacher Association, the Bluebirds, Camp Fire Girls, Brownies, Girl Scouts, Cub Scouts and other similar activities.



5. Should the wife take an active part in the League of Women Voters? The general opinion is that it is acceptable for a city manager's wife to be a member of the League of Women Voters but that it is often inadvisable to hold an office or to take part in any discussion of controversial questions pertaining to the city government.

6. How far may a city manager and his wife withdraw from extra community activities without seeming to lack public spirit? It was felt that each community offers a varying answer depending upon the background of experience with the manager plan. Naturally a manager and his wife have a sincere interest in all worthwhile community affairs and they should participate as much as possible, accepting such responsibilities as their time and abilities will permit.

7. Since city managers and their wives are often entertained at a level they cannot pretend to reciprocate how can such social obligations be handled? This did not appear to be much of a problem. It was agreed that most persons would recognize that the manager's resources are limited and that it would be difficult to entertain at more than a modest level.

8. Do you feel that a manager's wife's participation in clubs—women's clubs, hospital auxiliaries—and such organizations, is an asset to her husband's job, or is this dependent upon the particular wife? It was agreed that the wife should take part in activities of this type if she enjoys it as many women do. The important point that was emphasized in all of the discussions of questions of this type was that the wife should be herself and should not be required to do things she does not like to do.

9. How much entertaining should a manager's wife do for the Council, other city officials, and the local townspeople? Again it was felt that this is one of those "it depends" questions with the answers to be found in each city. There were some who felt that there should be little entertaining done because it might be misinterpreted while there were others who believed it was helpful to have an informal social relationship with the persons with whom the husband works. There was some opinion that it should follow the "all or none" pattern particularly with the members of the City Council and their wives.

10. Have you found that certain types of dress are to be avoided? What type clothes are acceptable? Good taste with a leaning toward moderates appeared to be the sensible approach. This question did not develop much discussion.



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# **1957 CONFERENCE PROCEEDINGS**

**Summary of the 43rd Annual Conference of the**

**I n t e r n a t i o n a l C i t y**

**M a n a g e r s ' A s s o c i a t i o n**



Held at Washington, D.C.

October 20-23, 1957

**INTERNATIONAL CITY MANAGERS' ASSOCIATION**

**1313 East 60 Street, Chicago**

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## SUMMARY OF ICMA CONFERENCE PROCEEDINGS

### HIGHLIGHTS OF THE CONFERENCE

A new attendance record was set in Washington, D. C., when 561 city, county, and town managers attended the 43rd annual conference of ICMA. There were also 386 wives and 143 others in attendance, making a grand total of 1090. The previous high was set in 1954 in St. Petersburg, Fla., when 427 managers attended.

The first formal gathering of managers came at luncheon on Sunday when the various state chairmen and representatives met to discuss mutual problems. In the afternoon new managers met with the past presidents to discuss the Association and the profession. The new managers were asked to feel that they were part of the Association, and that they should introduce themselves to other managers and participate in the sessions. On Sunday afternoon the Association sponsored a "get-acquainted hour" and managers and their wives renewed old friendships and met the newcomers.

At a dinner on Sunday evening for 623 persons, Vice-President T. E. Hinson, High Point, N. C., emphasized the importance of personal acquaintances made and renewed at the annual conference. The honorary members in attendance were introduced: Louis Brownlow, Richard S. Childs, Thomas H. Reed, and Clarence E. Ridley. Mr. Hinson introduced A. T. Lundberg, Arlington Co., Va., chairman of the Local Host Committee, who welcomed the group. Entertainment was provided by the U. S. Army Chorus and the Second Army Band.

The formal opening of the conference came Monday morning when Vice-President Arthur S. Owens, Roanoke, Va., asked the assembled managers to rise so that the colors could be presented by the Color Guard of the First Battle Group, 3rd Infantry (Old Guard). Clarence P. Stewart, Tyler, Tex., delivered the invocation and George E. Bean, Peoria, Ill., past president of the Association,



Chairmen and representatives of the state and regional managers' groups got together at lunch on Sunday. The managers who attended this session are, from left to right: Top Row — Peter F. Roan, Iowa City, Iowa; F. A. Jacobs, Savannah, Ga.; Alfred S. Harding, Hastings-on-Hudson, N. Y.; John R. Ellingson, Tempe, Ariz.; Charles T. Henry, Shorewood, Wis.; James T. Welsh, Teaneck, N. J.; Julian H. Orr, Portland, Me.; President Samuel E. Vickers, Long Beach, Calif.; R. B. van Deusen, Mount Holly, N. J. Middle Row — James R. Townsend, Greensboro, N. C.; Harold E. Horn, Lawrence, Kan.; A. J. O'Rourke, DeSoto, Mo.; Allen J. Kronbach, Mount Pleasant, Mich.; A. L. Atkinson, Greenwood, S. C.; Daniel W. Llewellyn, Newtown Twp., Pa.; J. B. Marshall, Edmond, Okla.; David Goodman, Abingdon, Va.; Chester B. Lewis, Joliet, Ill.; Edward P. O'Toole, Revere, Mass. Front Row — Rolla Buck, Alamogordo, N. M.; Lowell Long, Columbia, Tenn.; Ted B. Adsit, Riverside, Calif.; Charles R. Odom, Bartow, Fla.; Woodbury Brackett, Concord, N. H.; James E. Neal, Vancouver, Wash. (Northwest City Managers' Assn.); Thomas J. Hughes, Westmount, Que.; Arthur Lowther, Golden, Colo.; Dick G. Pepin, Odessa, Tex.



read the Code of Ethics. President Samuel E. Vickers in his presidential keynote address talked on the subject of "Managers Avoiding Stress at the Center." He discussed the changing role of the manager, the challenge of growth and complexity, the feeling that the manager is at the center not on top, the special health hazards faced by executives, and the goals of managers and of the profession. Excerpts of Mr. Vickers address will appear in an issue of Public Management.

Immediately following the presidential address, was a general session on "Management Perspectives," with a panel of three city managers and three outside experts. At a luncheon meeting on Monday, attended by 475 persons, Vice-President Wayne E. Thompson, Oakland, Calif., introduced Frank C. Moore, president of Government Affairs Foundation, Inc., and chairman, Continuing National Conference on Metropolitan Problems, who talked on "Cooperation in Metropolitan Areas."



Of the 561 managers attending the Washington conference, 123 were attending their first conference and 93 of these showed up for the above picture which was taken immediately following a special session held for newcomers with ICMA officers and staff on Sunday preceding the opening of the conference. The 123 newcomers were:

ARIZONA: Ellingson, Tempe; Tucker, Peoria. CALIFORNIA: Bone, Hermosa Beach; Cornett, LaVerne; Cozad, Colton; Goerlick, Lakewood; Hope, Los Altos; Howe, Seaside; McMahon, Martinez; Mitchell, Escondido; Nail, Newark; Noland, Paramount. COLORADO: McElwain, Sterling; Mills, Alamosa. CONNECTICUT: Iovino, Milford. FLORIDA: Balcer, Fort Walton Beach; Hilliard, Madeira Beach. GEORGIA: Powell, Decatur. ILLINOIS: Appleby, Mt. Prospect; Brown, Western Springs; Carlman, Hinsdale; Kraft, Wood River; Ulstad, Villa Park; Willis, Lombard. IOWA: Crawford, Iowa Falls. KANSAS: Petersen, Newton. KENTUCKY: Mussman, Newport. MAINE: Curtis, Houlton; Eye, Bar Harbor; Flynn, Berwick; Thompson, South Berwick. MASSACHUSETTS: Blasenak, Norwood; Hardy, Holden; Mayo, Gloucester; Wilson, Middleborough. MICHIGAN: Anderson, St. Johns; Besuden, Hudson; Gare, Birmingham; Garvin, Springfield; Henry, Hazel Park; Kennaugh, Buchanan; Miles, Three Rivers; Passage, Grandville; Robertson, Northville; Stewart, Benton Harbor; Stolen, Ishpeming; Tufford, Holly. MINNESOTA: Maddy, Fridley; Pipes, Wayzata. MISSOURI: Mariott, Olivette. NEBRASKA: Weis, Chadron. NEW JERSEY: Lee, Asbury Park; Whitman, Newton. NEW MEXICO: Buck, Alamogordo. NEW YORK: Conroy, New Rochelle; Forbes, Watertown; Newsom, Scarsdale; Potthoff, Niagara Falls. NORTH CAROLINA: Bloxam, Greenville; Criswell, Carolina Beach; Green, Thomasville; Howard, Tarboro; Hyman, Elizabeth City; Nichol, Mooresville; Scheipers, Southern Pines; Smith, Laurinburg. OHIO: Egolf, Amberley Village; Mingle, Portsmouth; Ryan, Upper Arlington; Stilwell, Delaware; Weisbrod, Oberlin. OKLAHOMA: Ellyson, Sapulpa; Morris, Norman; Yungmeyer, Henryetta. PENNSYLVANIA: Bauer, Lititz; Carter, Carlisle; Eisenman, Hampton twp.; Erdelyi, McCandless twp.; Fuehrer, Ephrata; Heckerman, Whitehall; Helsel, Bellefonte; Howe, Sewickley; Johnson, Middletown twp.; Lane, Ashland; Leland, Downingtown; McKinney, Pottstown; Markl, Edgewood; Melchior, Marple twp.; Mitchell, Hollidaysburg; Rountree, Camp Hill; Scheiber, Grove City Borough; Scull, Lower Marion twp.; Smith, Lewistown; Taylor, Narberth; Westerfield, Lewisburg. SOUTH CAROLINA: Thompson, Winnsboro; Wray, Beaufort. TENNESSEE: Crumley, Elizabethton; Walker, Alcoa. TEXAS: Brown, Sherman; Browning, Dalhart; Davis, Ft. Worth. UTAH: Baker, Richfield. VERMONT: Emerick, Middlebury. VIRGINIA: Atkinson, Franklin; Causey, Suffolk; Coleman, Radford; Hamner, Front Royal; Heatwole, Alexandria; Hirst, Martinsville; Houghton, South Boston; Huffman, Culpeper; Johnston, Falls Church; Ritter, Marion; Saunders, Fairfax; Woodward, Harrisonburg; Yancey, Waynesboro. WISCONSIN: Fredrickson, River Hills; Lustig, Janesville; Thorgrimsen, Oshkosh. CANADA: Clarkson, Schefferville; Lough, Mount Royal; Plunkett, Beaconsfield.



Next came four concurrent interest group sessions: (1) Advanced Management Techniques, (2) Residential Suburbs, (3) Fast-Growing Industrial Cities, and (4) Small Cities and Towns.

The last session on Monday afternoon was a general session on "Human Relations," with four managers and two outside experts participating. On Monday evening there were ten population group sessions and one county-manager session. At these population group sessions the managers had an opportunity to informally discuss mutual problems. Some of the subjects discussed were: comprehensive public liability insurance coverage, long-range capital improvement program, financing street and sidewalk improvements, advantages of having a central garage, fire-police integration, and methods of financing off-street parking.

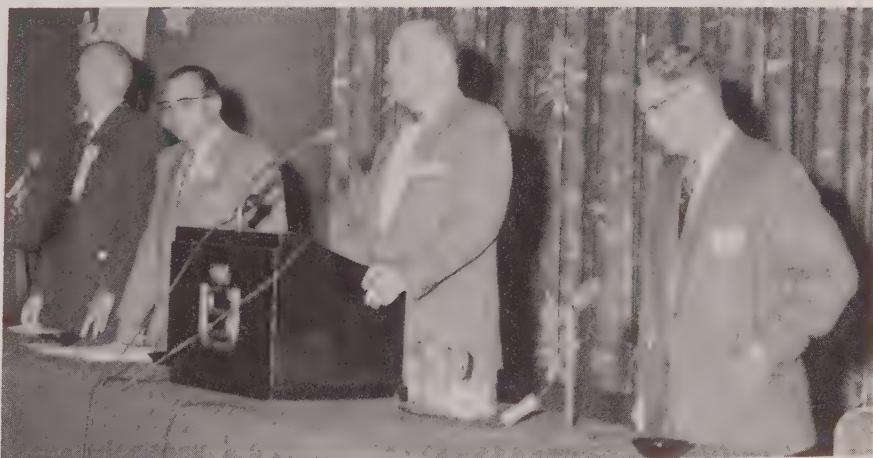
A feature which proved popular was five concurrent sessions on Tuesday morning for wives of managers, divided up into the five regions of the Association. These sessions were presided over by wives of members of the Board. The ladies discussed such questions as: (1) Should the manager and his wife entertain members of the city council as such, either once or more a year? (2) When moving to a new city how should a manager's wife select her friends and organizations? (3) Should the manager's wife feel that she should entertain city employees? (4) What should be the relation of the manager's wife with the wives of the mayor and councilmen and department heads? (5) Should a wife feel obligated to participate in such community projects as financial drives, Red Cross, Girl Scouts, etc.? (6) How far may a city manager and his wife withdraw from extra-community activities without seeming to lack public spirit? (7) Should a manager's wife handle business calls if her husband cannot be reached? (8) Should a wife be expected to belong to civic organizations "because of her husband's position?"

(9) What can a manager's wife do about evening and week-end calls? (10) Should a manager's wife accept leadership positions in civic organizations? More than 350 managers' wives were in attendance.

On Tuesday morning there was a general session on federal-city relations. This session was divided into three parts: (1) Housing and Urban Renewal, (2) Water Supply and Stream Pollution Control, and (3) Federal Highway Programs. At each of these sessions two managers asked questions of two outside experts. The rest of Tuesday morning was devoted to five concurrent interest group sessions:



On Sunday evening the managers and their wives were entertained by the U. S. Army Chorus (above) and the Second Army Band.



Participants in the opening session of the 43rd Annual Conference of ICMA shown in this picture are (left to right): Past President George E. Bean, Peoria, Ill., who read the ICMA code of ethics; President Samuel E. Vickers, Long Beach, Calif., who gave the keynote and presidential address; Vice-President Arthur S. Owens, Roanoke, Va., who presided at the opening session; and Clarence P. Stewart, Tyler, Tex., who gave the invocation.



(1) Capital Budget Programming, (2) Fringe-Area Problems, (3) Problems of Central Business District, (4) Police and Fire Problems, and (5) Public Relations. At the luncheon on Tuesday, attended by 427 people, Robert E. Merriam, assistant director, Bureau of the Budget, Executive Office of the President, gave a talk on "The Future of Intergovernmental Relations." Tuesday afternoon was devoted to tours to places of interest in and near Washington, D. C.



The wives of several ICMA members were introduced by the chairman of the Ladies Host Committee before going to five concurrent sessions, presided over by the ladies shown at the head table (left to right): Mrs. Harold C. Pike, Cheltenham Twp., Pa.; Mrs. Arthur S. Owens, Roanoke, Va.; Mrs. Samuel E. Vickers, Long Beach, Calif.; Mrs. A. T. Lundberg, Arlington County, Va., chairman; Mrs. Julian H. Orr, Portland, Me.; and Mrs. Virgil A. Basgall, Junction City, Kan.

On Tuesday evening the annual business meeting of ICMA was held, at which time reports of the auditing, resolutions, and other committees were made. L. P. Cookingham, Kansas City, Mo., chairman, gave a final report on the work of the Committee on Professional Training; O. W. Campbell, Dade County, Fla., presented a report as ICMA's representative on the National Committee on Urban Transportation; Horace H. Edwards, Richmond, Va., chairman, gave a report on ICMA's Conference Committee on Traffic Safety; and President Samuel E. Vickers reported on his trip to Germany. The follow-

ing new officers were elected to the ICMA Executive Board: President, Carleton F. Sharpe, Hartford, Conn.; regional vice-presidents — West, John M. Biery, Colorado Springs, Colo.; Southwest, Dick G. Pepin, Odessa, Tex.; Midwest, Elmore F. Klement, Fort Atkinson, Wis.; Southeast, John M. Baldwin, Ocala, Fla.; and Northeast, W. T. Williamson, Fair Lawn, N. J.



ICMA EXECUTIVE BOARD

Front Row (left to right): Past Presidents Clarence H. Elliott, Kalamazoo, Mich., and George E. Bean, Peoria, Ill.; newly elected vice-presidents Dick G. Pepin, Odessa, Tex.; John M. Biery, Colorado Springs, Colo.; and W. T. Williamson, Fair Lawn, N. J.; newly elected president Carleton F. Sharpe, Hartford, Conn.; retiring President Samuel E. Vickers, Long Beach, Calif.; newly elected vice-presidents Elmore F. Klement, Fort Atkinson, Wis., and John M. Baldwin, Ocala, Fla.; and Orin F. Nolting, executive director.

Top Row: Vice-Presidents Julian H. Orr, Portland, Me.; C. A. Miller, Saginaw, Mich.; T. E. Hinson, High Point, N. C.; Erbin E. Jones, Bartlesville, Okla.; Harold C. Pike, Cheltenham Twp., Pa.; Robert A. Finlayson, Eugene, Ore.; Virgil A. Basgall, Junction City, Kan.; Arthur S. Owens, Roanoke, Va.; and past presidents Ross E. Windom, St. Petersburg, Fla., and Russell E. McClure, Corpus Christi, Tex. Missing but in attendance at the conference: Vice-President Wayne E. Thompson, Oakland, Calif.



Orin F. Nolting, in presenting the annual report of the executive director, reviewed briefly how the programs and policies adopted by the Executive Board are helping ICMA to achieve its objectives. The policies mentioned were:

(1) emphasis on city management as a profession; (2) meeting the demands for in-service training; (3) develop and maintain contacts with our counterparts in other countries; (4) provide assistance to managers on the job; (5) promote training of young men for management careers; and (6) obtain more adequate office space and other physical facilities so that ICMA can better serve its membership. In conclusion, he said our goal always is to do a better job of management and to work continuously for better local government in our communities.



Four managers completed a quarter of a century of manager service during the year and were awarded twenty-five year certificates. The awards were presented by President Vickers at the annual banquet to (left to right): Harold C. McClintock, Webster Groves, Mo.; Lee Ribet, Valdeese, N. C.; H. L. Burdette, Hickory, N. C.; and Seth Burnley, Staunton, Va. A total of 86 managers have received twenty-five year certificates since 1943.

On the third day of the conference, at a general session, relations between council and manager were discussed. Four managers, two mayors, and one former councilman participated on this panel. The rest of the morning was devoted to another session on federal-city relations, when the topics of municipal airports, civil defense and disaster prevention, and prevention of crime were discussed. In the afternoon a general session was held on "Planning the City of Tomorrow." The last meeting in the afternoon was a session entitled "As Others See Us," at which the views of a professor, of a physician, and of a citizen were presented.



President Samuel E. Vickers (right) presents attendance cup at annual banquet to Ted B. Adsit, Riverside, Calif., who accepted the cup for the California managers with 63 of the 161 managers in office present. Illinois was second and Michigan third.

The speaker at the annual banquet was Leo A. Hoegh, administrator, Federal Civil Defense Administration, Washington, D. C., who spoke on the subject, "Local Governments and Civil Defense." Twenty-five year certificates were presented by President Vickers to four managers, the attendance cup was awarded to California, and the new officers were installed. Just before adjournment, Ross E. Windom, St. Petersburg, Fla., and Past President of the Association, presented President Vickers with a gavel as a symbol of his office, expressing on behalf of all managers the appreciation of the profession for the contribution he has made during the past year through his leadership as president.

The conference sessions are summarized in this report in the same order as they appeared on the program.

MANAGEMENT PERSPECTIVES

Steve Matthews, San Antonio, Tex., chairman; Lohn R. Ficklin, Vallejo, Calif., reporter. Panel members: Donald C. Wagner, managing director, Philadelphia, Pa.; Mark E. Keane, Oak Park, Ill.; Charles B. Stauffacher, vice-president, Continental Can Co., Inc., New York; Matthias E. Lukens, assistant executive director, Port of New York Authority, New York. The four talks presented at this session appear in the December, 1957 issue of Public Management.

Management's Social Responsibility. Donald C. Wagner said that we as managers have been devoting our energies for many years on the what, where, and how of the job of management. The "what" of our job is now well established although there are still areas into which we are expanding as our people demand it. It is also now understood "where" the city manager fits into the governmental structure. The perfection of the "how" of our job as managers has for many of us been the justification for coming to these annual conferences.

It would appear that the most urgent challenges to managers in the coming decade will lie in three relatively unexplored areas: (1) the area of long-range planning; (2) the area of organizing, communicating, and utilizing information for decision making; and (3) the area of human motivation. Management of our cities faces a great challenge. The press, organized labor, civic organizations, religious leaders, political parties, and others are demanding that the leadership in city hall take the initiative in bringing about the advancement of society. We in public management must be convinced as to the seriousness of these issues; he said, and we must be prepared to supply much of the leadership necessary to accomplish their solution.

A Look at Ourselves as Managers. Mark E. Keane, in preparing his talk, received assistance from 30 managers. After discussing some of the comments of other managers, Mr. Keane came up with some general conclusions about the over-all appraisal of the city manager: (1) He becomes a city manager primarily because he wants to contribute to the improvement of government. (2) He becomes a city manager because salaries are generally better than for other public positions. (3) He is often frustrated because he knows how much needs doing, has some idea of how to do it, and has to be infinitely patient in getting it done. (4) He is generally pretty humble, not given to dogmatic ideas for the very practical reason that his position as the hub of local democracy won't tolerate such a luxury. (5) He tends to personalize every complaint about anything in the entire city. (6) He is acutely aware of his insecurity. (7) He strives for perfect emotional balance because he encounters so much of the extremes. (8) He has a deep respect for genuine political leadership. (9) He is a good husband because his wife sees him too little to tire of him. (10) The older managers think the younger ones naive, overloaded with book learning, impatient with democracy, carrying a torch, and moving ahead too fast. The younger managers think the older ones are in a rut, have compromised their ideals, are too concerned with personal comfort, and are not filling their "leadership role." (11) He needs to have a sense of humor or a sense of "relaxed sensitivity." (12) He is making an impact on government which is slowly and firmly being reshaped to meet the demands of modern society.

What City Managers Can Learn From Business. Charles B. Stauffacher stated that probably the



The first general session was on "Management Perspectives" (left to right): Donald C. Wagner, managing director, Philadelphia, Pa.; Charles B. Stauffacher, vice-president, Continental Can Co., Inc., New York; Steve Matthews, San Antonio, Tex., chairman; Mark E. Keane, Oak Park, Ill.; Matthias E. Lukens, asst. exec. director, Port of New York Authority, N. Y.; and Lohn R. Ficklin, Vallejo, Calif., reporter.



broadest common denominator among executives throughout the world in all fields of endeavor is their mutual concern with the problems and practices of management. The problems of organization in management are universal. The interchange in the understanding of such problems among diverse groups is extremely high because the basic patterns of the manager's job exists regardless of the substance in the various cases. Mr. Stauffacher commented on a number of management tasks classified under: (1) techniques, (2) top policy formulation, and (3) the working climate.

The best technique for improvement in either government or business administration is to keep working at it. There are few full blueprint management jobs in existence; the age of automation in management is upon us. These new techniques make more imperative the existence of a "management system" because their capacity and breadth requires more coordination. To develop this "management system," to promote its understanding that the organization trains people to make the management program the operating link of the organization, and to keep working at its improvement — these are the techniques of administration at the management level.

What's Ahead For Management? Matthias E. Lukens stated that the more specialized and advanced we become in science the more important becomes the role of the person possessing the managerial skills of providing leadership. It appears certain that the demand for competent leaders will increase in proportion to the size and number of scientific and other advances rather than diminish absolutely or relatively. Progress has taken place at lightning speed — so fast in fact that usually there is not sufficient time to digest and assimilate what has been accomplished and to prepare for succeeding logical steps.

In what way will the manager and his functions be reshaped and influenced by the fast-moving developments in science? The manager of the future will be little different from the manager of today, physically, mentally, and genetically. Tomorrow's manager and his fields of endeavor will not change in substance but in scope; not intrinsically but in the size and complexity of the problems which must be solved.

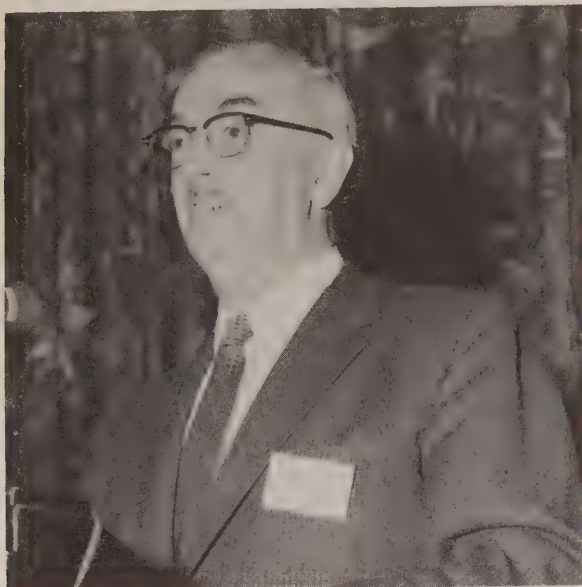
Some changes in the professional complexion of the managers of the future appear certain: (1) He will be better educated and trained for his job than today's manager because the increase in complexities of his responsibilities will require it. (2) Tomorrow's manager will be a real "pro." He will achieve increased status and recognition as a professional because of the demands for special qualifications, education, experience, and skills which make for a successful administrator. (3) In the process of acquiring his education and experience the qualified manager will develop far greater depth and knowledge in all of the social sciences. (4) Greater authority will be delegated to our public manager of the future, and he will have greater freedom for independent action not only because he will need it in order to be effective but also because there will exist more effective checks and balances for legislative bodies in the form of more precise standards, measurements, and controls.

Management of tomorrow, Mr. Lukens said, if it is to keep pace with the flood tide of scientific and social developments, will have to professionalize in a higher sense of the term. The manager must maintain a dynamic verility for a continuous and constant re-evaluation and reappraisal of management techniques and tools. Tomorrow's manager will accomplish much if he will simply better develop and apply the techniques, tools, and knowledge known today, more capably to the tasks of tomorrow.

## COOPERATION IN METROPOLITAN AREAS

"For many years our people have recognized the need for better relations among governments on the world front, but not until quite recently have they been aware of the need for better relations among governments on our home front." So stated Frank C. Moore in his talk on "Cooperation in Metropolitan Areas" at the luncheon on Monday. The Kestnbaum Commission found "that the metropolitan areas of the United States are the most important focal points for intergovernmental relations . . . the people and the governments of the metropolitan areas cannot solve their problems with the governmental devices now available . . . the metropolitan government must surely be a major concern in any reshaping of relations between the federal, state, and local governments." The metropolitan problem is a phenomenon of our century and especially of these postwar years. It is the result of our explosive population growth, our rising standards of living, and our greater mobility, all of which have combined to create a new pattern of living for the majority of Americans.

Almost without exception the earlier attempts to solve the problems of metropolitan areas were based on isolated, unrelated, and difficult studies of fragments of the total problem.



Frank C. Moore, president, Government Affairs Foundation, Inc., and chairman, Continuing National Conference on Metropolitan Area Problems, New York, delivered the address at the luncheon on Monday on the subject "Cooperation in Metropolitan Areas."

In the spring of 1955 some 20 national organizations including ICMA cooperatively sponsored a national conference on metropolitan problems. At this conference it was agreed that a continuing conference should serve as a coordinating agency for the many groups and agencies concerned with the metropolitan problems. Certain trends have been noted, Mr. Moore stated: (1) Until recently the participants at conferences tended to inventory their disappointments, frustrations, and defeats; now they are focusing their attention on possible routes to solution. (2) There is a growing awareness that the core city and its suburbs are interdependent and that each municipality, large or small, has a stake in the economic welfare of its municipal neighbors and of the region as a whole. (3) Suburban communities are not parasitic growths upon the core city but tributary streams pulling trade and prosperity into the larger urban center. From their proximity to the core city they derive important reciprocal advantages. (5) There is less talk about the creation of a colossal new agency of regional government to which all functions of our present local government would be transferred and more talk about utilization of existing agencies to meet our needs. (6) There is a rapid expanding acceptance of the premise that the solution of our difficulties is a job for business and labor, the academicians and the professionals, specialists and the

experts, and our citizens generally, as well as our political and governmental leaders. In conclusion, Mr. Moore said that the time was never more favorable than now to resolve our problems of urban growth.

### SOLVING MANAGEMENT PROBLEMS

**ADVANCED MANAGEMENT TECHNIQUES.** Carleton F. Sharpe, Hartford, Conn., chairman, and Robert H. McGregor, Hanover, Pa., reporter. Panel members: Donald M. Oakes, Grand Rapids, Mich.; Irving G. McNayr, Columbia, S. C.; Douglas G. Weiford, Eau Claire, Wis.; Jerome Keithley, Palo Alto, Calif., and Ray W. Wilson, Phoenix, Ariz. The chairman, Mr. Sharpe, introduced the topic by stating that the previous general session entitled, "Management Perspectives," had raised the sights of managers and that managers had arrived in a new era. Two questions from this previous session set the keynote for discussion: (a) What do we mean by management? (b) How can we manage with foresight?

**Use of Committees in Management.** Donald M. Oakes quoted from Management Information Service Report No. 160 entitled, "The Use of Committees in Management": "The use of the management committee is an additional way by which the administrator can assign administrative work, coordinate municipal activities, increase the abilities and potentialities of the administrative staff, and provide staff recommendations as a guide to management decisions." He stated that not only is the committee a tool for solving problems which cross departmental lines, but it is also a device for helping the staff of one department to better understand the ideas and problems of those in another city department.

The use of such committees can also be a time saver since the officials involved are brought together at one time, the meat of the subject is aired quickly, and the need for countless departmental memoranda is eliminated. The speaker said he does not know whether it is better that they be



summoned by the manager or whether they should exist as a permanent committee. Reviewing the work of committees in which the manager does not take part is necessary, but if their recommendations have been carefully considered there is little the manager can add to what has been transacted.

The manager may establish a management committee but he may not actively participate in the committee's work. In general, his duties are: (1) Appoint the committee and designate the chairman; (2) outline the purpose and objective of the committee, usually in broad terms; (3) identify points to be considered and areas of coordination with various departments or agencies outside the city organization; (4) guide the committee as far as interpretation of administrative policies affecting the committee's work; (5) review the committee's work objectively to determine the soundness of their recommendations and to consider points the committee may have overlooked. Essentially these are administrative duties of direction, coordination, and review.

Transfer of Administrative Personnel as a Training Method. Irving G. McNayr noted that many cities lack qualified substitutes for their "first team" of administrators, and cited the need for training young men as their successors in order to avoid having to add inexperienced personnel to the administrative lineup in the event of sudden vacancy, and in order that bright young men with qualities of initiative, resourcefulness, and other leadership traits are provided the opportunity and incentive to develop managerial skills. While the authority and responsibility for training competent personnel ranges all the way up from the lowest supervisors to bureau chiefs, it is the city manager's responsibility to take the lead in planning and executing such training. Although every man in an organization should have an understudy capable of filling his shoes, budget restrictions and human nature (the natural reluctance to admit one's own expendability) often prevent this.

While in most cities, the division head and supervisory positions are filled from the ranks, because of the department head's greater responsibility and increasingly broad scope of diverse operations, an administrative assistant in each department is not only desirable but in most cases necessary. Training of the administrative assistant by transfer within the department, "job rotation," gives the trainee a chance to learn by doing, to think and act for himself in an atmosphere where his decisions count. Whether to earmark certain positions for trainees depends on the size of the city and the manager's ability to convince council of the value of management development.

How the manager handles his own administrative assistant will influence other executives in treatment of their assistants. While the manager-intern is generally grooming for a position in another city, the departmental administrative assistant is generally training for local posts. If the manager strives to give his intern well-rounded training, instead of relegating him merely to handling time-consuming details, department heads are more likely to follow the manager's lead in developing subordinates. Department and division heads must be encouraged to let the trainee do creative thinking, make decisions subject to review, and establish internal organization policies. They must measure his sense of employee relations, evaluate his development, determine his weaknesses and help him overcome them.

In addition to internal rotation within the department, other key posts in which both the manager-intern and departmental assistant may benefit are in purchasing which will familiarize him with supply needs and their costs; in finance, which will acquaint him with budgetary preparation, controls, and policies; in planning, which will give him new insight into long-range plans for the future; in personnel, which will give him valuable experience in human relations; and in the clerk's office, which will familiarize him with council procedures, record keeping, and enable him to meet the public, hear their questions and handle their complaints. Other training grounds might include service as secretary to various citizen commissions, taking minutes, notifying members of meetings and serving as liaison between the commission and the city government. The manager-intern might also gain vital knowledge and training within the engineering staff of the public works department, and in other departments not requiring a specialized background, such as recreation, housing, and airports.

The two main pitfalls of which to beware in a transfer or "job rotation" training program are: (1) the eternal bugaboo of "getting stuck" in a certain post because of death, illness, or abrupt departure of a department head and (2) that of "merry-go-round" type of supervision, rotating the trainee too rapidly. The actual amount of time spent in each post will depend on the trainee's success in meeting each particular assignment and the division and department heads in showing him the ropes and sharing responsibility with him. In rotating administrative trainees it is essential

that all concerned along the departmental chain-of-command understand the purpose of the trainee's assignment and the scope of his authority.

Frequently forgotten in an orientation program for new personnel is the new department or division head hired from another city or hired locally. Pressure of daily routine should not prevent the manager from introducing the new man to members of the council and his counterparts in other departments and outlining general operations and procedures in personnel, budgeting, purchasing and other basic information about the particular municipality.



"Advanced Management Techniques" (left to right): Robert H. McGregor, Hanover, Pa., reporter; Ray Wilson, Phoenix, Ariz.; Jerome Keithley, Palo Alto, Calif.; Carleton F. Sharpe, Hartford, Conn., chairman; Donald M. Oakes, Grand Rapids, Mich.; Irving G. McNayr, Columbia, S. C.; and Douglas G. Weiford, Eau Claire, Wis.

Increased Use of University Facilities. According to Douglas G. Weiford, the development in colleges and universities of formal programs for public administration training, research programs, consulting aid, and other direct service to municipalities has paralleled the rapid growth of the city manager and related public service professions.

The growing emphasis on pre-service training now permits a qualified public administration aspirant to obtain training in a number of leading universities. Scholarships and fellowships are offered in many instances, and in a few cases managers themselves are furnishing financial aid to students who wish to become city managers. As a result of this training and financial aid there are each year approximately 80 young men receiving master's degrees in local government administration. This entry of such trained people into local government has and will increasingly have in the future a vital and beneficial long-term impact upon our profession. Because of the importance of such academic training to the future of the profession, city managers should exhibit a strong interest in the educational programs of these universities and as a professional group should review the curricula periodically so as to assist universities in gearing their training to practical administrative levels.

The first general review of this type was conducted in St. Louis in June of this year at a national conference on "Education and Training for Administrative Careers in Local and State Government." It is hoped that such conferences as well as state and regional analyses of educational programs, will be made at regular intervals and that city managers will participate in them. Moreover, managers should constantly be on the alert for young men in their home towns who appear to be inclined toward city management as a career. Such interested persons should be offered encouragement and assistance in the pursuit of such public service careers.

A majority of states have established university bureaus of public administration offering a variety of services of immediate benefit to the municipal administrator. Common functions of these bureaus may be summarized as follows: (1) The establishment and maintenance of a central clearing house for gathering and disseminating information of value and interest to local governments; (2) Providing consulting services whereby personnel from universities are available for direct assistance to individual cities in the analysis and solution of local problems; (3) Development of training



materials and conduct of training programs for municipal employees such as: a. institutes for assessors, b. training for clerks, c. short courses for finance officers, d. conferences for park and recreation personnel, e. training in the many areas of public works, f. training for management; (4) The undertaking of research projects into common problems which are analyzed, and possible solutions presented in published pamphlets or booklets; and (5) Provision of university facilities for conferences of professional administrators, and assistance in planning for such meetings.

It is noteworthy that the strongest bureaus are frequently found in states where municipal representatives have banded together in support of such institutions and have demonstrated this support by making continued use of the available services. It is surprising that only a handful of state managers' associations have specifically organized to work with institutions of higher learning in the development of municipal aid programs. Every state association should establish a standing committee of managers to work with their universities to the end that the resources of these institutions can be developed and made available to cities in the state. The managers who take the leadership in setting up these programs should not forget the vital interest of ICMA in the management training field, and therefore it would seem the ICMA training director should be an ex-officio member of each state training committee. In this way the state training committee would be assured that useless duplication of work will be avoided.

**Brainstorming — Getting the Most Out of Department Head Meetings.** Jerome Keithley quoted Alex F. Osborn's definition of brainstorming as a "method in which groups of people use their brains to storm a creative problem and do so in commando fashion with each stormer audaciously attacking the same objective." In a typical brainstorming session, five to 15 participants and a group leader sit around a table and the problem is stated. From that point on we depend upon the "creative power" of the brainstormers, who in an atmosphere of "anything goes" throw out whatever ideas will come into their minds. The theory is that some good ideas will come out this way and what may appear as outlandish ones may trigger plausible ideas. The proceedings are recorded and later transcribed in order to allow the sifting of the ideas which have potential.

The group leader plays an important part since he must bar criticism which might tend to curtail participation; he must keep the participants in a free-wheeling mood; and must obtain a quantity of ideas in rapid-fire order. The objective is to create as many ideas as possible, hoping that association, review, and appraisal might bring out new concepts of benefits to the organization.

If the creative problem is broken down into small specific and component parts, said Mr. Keithley, it is easier to solve each segment of the problem rather than to try to solve the entire problem at once. "How do we go about making a better mouse trap?" is too general a target, so we break it down: "How can we make a better-looking mouse trap?" "How can we make a cheaper mouse trap?" "How can we make a mouse trap which is easier to operate?"

The ideal city manager is both a creative pace setter and a creative coach; he cultivates the creativity of those around him and makes it bloom. City manager staff meetings range from one-man shows to liberal brainstorming sessions. This is a good technique to use occasionally in department head meetings because: (1) The staff will know that the city manager sincerely encourages creative thinking; (2) Two heads are better than one and can produce superior solutions to even the toughest problems; (3) Staff personnel rather than just experts give a fresh approach unhampered by tradition; (4) People are conditioned to think out loud rather than just sitting still with their mouths shut. (5) Confidence is developed in participants and it carries over to help the individual to produce more and better ideas even when alone. (6) Just as important as the ideas is the stimulation the experience gives the participants to use their imagination. (7) Participation boosts staff morale. (8) Brainstorming gives the person a feeling of being part of the team.

The brainstorming technique, however, has some limitations: (1) At best only a small percentage of the ideas from any one session will prove to be practical. (2) The technique can be abused, especially in uses to which it may be put. (3) The real problem is working out ways of utilizing the ideas that flow from brainstorming sessions. Sifting the mass of suggestions, picking the ones that have potential and actually putting the selected solutions into practice is difficult. (4) You can't change automatically from one extreme to another. If the proper participant attitude doesn't exist daily on a staff level, you can't create it at one meeting.

As an aid in getting the most out of department head meetings, Mr. Keithley suggested that:

(1) The brainstorming technique be used when you have problems that a majority of department

heads are qualified to brainstorm. (2) Permit evaluation and judgement of ideas by the group during the session aiming at combining thoughts of the entire group. This comes closer to the standard staff conference. (3) Avoid dominance by any individual or clique. (4) Make the problem simple and specific — generalities tend to destroy the values of brainstorming. (5) Limit the time of discussion on each subject. (6) Don't abuse the technique.

**Research as a Factor in Administrative Improvement.** Ray W. Wilson mentioned that managers have so little time for thinking that they need research staffs to assist them or to do some of their thinking for them. Phoenix has found the separate continuing research arm to be a valuable aid to the manager. It was started in 1950 and was set up as a division of research and budget in 1953, being transferred from the manager's office over to the finance department. The present staff is composed of two permanent employees, the research and budget officer and an administrative analyst, and three administrative interns selected each year from public administration graduate schools. Research assignments are initiated from the manager's office, although department heads may also make the request for surveys after being approved by the manager.

The scope of research projects may be divided into five categories: (1) Program and procedure analysis and development covering a wide range of both staff and line operations, such as garbage and trash collection and disposal methods and the development of budget and purchasing manuals. Forms control is exercised by the research office. (2) Departmental and interdepartmental administrative studies evaluating the operating effectiveness of departments, divisions and sections. The research division provides for analyses which department heads are usually too busy to perform, and provides for a fresh viewpoint and perspective of a department's operation. (3) Analysis of the community's future needs. The research division provides staff assistants to the manager for such studies as health needs and street improvement. (4) Public relations and reporting; under supervision of the manager's office this staff prepares publications designed to keep the public informed on municipal operations. (5) Budget preparation and control. The research and budget officer along with the finance director are the chief advisors to the manager in the review of departmental appropriation estimates and in budget discussions with the city council. Throughout the year the division assists in maintaining control over capital outlay and makes recommendations on requests for new budget items.

Projects which are not assigned to the research division are those of a specialized nature such as personnel problems, handled by the personnel department, or finance problems which are handled by other divisions of the finance department, or problems requiring a specialist approach rather than the approach of a generalist. At times special projects which are too time consuming or specialized for this division's work are assigned to outside consultants. Consultants are also used if the type of survey is so delicate that final recommendations of a consultant are more likely to gain acceptance than those made by a group closely identified with the city administration. Examples of these are water rate studies and position classification and wage and hour studies.

**RESIDENTIAL SUBURBS.** Elder Gunter, University City, Mo., chairman, and Arthur Lowther, Golden, Colo., reporter. Panel members: Frank H. Clough, South Pasadena, Calif.; Ira F. Willard, Coral Gables, Fla.; Oliver Van Krevelen, Richfield, Minn.; and Ervin L. Welch, Kettering, Ohio.

**Relation to Suburb to Metropolitan Area.** In the identification of some metropolitan areas, Frank H. Clough distinguished between the "satellite" and the residential types of suburbs. An analogy was drawn between the cluster of communities comprising a metropolitan area and human beings — being in close proximity to one another, many of the communities have learned to live together. Some areas are outstanding in their accomplishments of cooperative living; other communities have a very poor record. Also, it has been pretty well established that consolidation is not the perfect answer.

Conditions are rapidly improving to the point where cities are organized to furnish mutual aid, especially at the protective service level, and also where it is necessary in the building and operation of major public works projects, such as sewer, water, power, and mass transportation. Cities are also learning to work together in highway development, zoning, and over-all long-range planning.

The most important factor in cooperation has been the development of the trained professional administrator. This has created a level in local government where professional people, with the necessary knowledge and training can get together without political prejudice and lead the way toward solving difficult matters. The use of standard methods of training and similar activity tends



to bring local government employees together, increase their efficiency, their standards, their co-operation and respect for each other and to give a common denominator to their respective work.

If it is so important to have good relations between cities, it is especially important persons be particularly qualified, not only in training but also in knowledge of human relationships. A manager must learn to "roll with the punches" so that he can come back time and time again and finally convince and emerge with respect and dignity. If he can do this he is in a position to represent his community in the contacts with his neighbors, and add to the services that can be rendered on an area-wide basis.

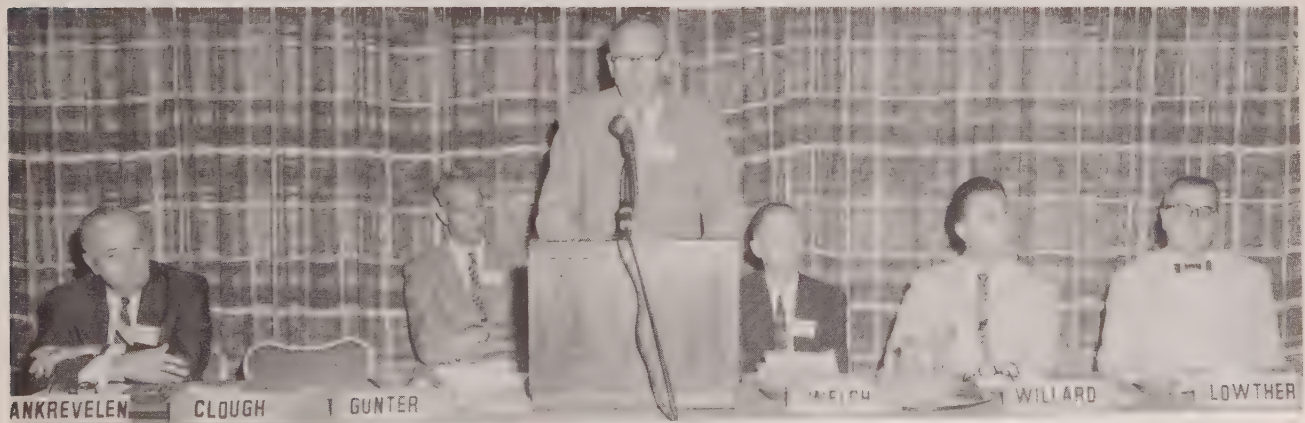
Setting Up Desirable Standards of Service. Since the citizens located within the metropolitan area are concerned with the why of government costs, according to Ira F. Willard, the municipality in which they reside must produce services efficiently at a reasonable cost or lose the right to afford them. Where the metropolitan government is required to establish reasonable minimum standards of services, it would appear the most favorable and practical means of doing this would be to have the metropolitan government approve legislation establishing the standard service which would be afforded by the metropolitan government in the unincorporated areas.

Such legislation should require that these standards will be met by the incorporated areas within the metropolitan area. Municipalities failing to meet these standards would be given notice and an opportunity to be heard, after which the legislative body of the metropolitan government, if found justified, would relieve the municipality of the responsibility of such service and perform the service in the incorporated area.

Another great question which faces a city manager of a city in a metropolitan area is what position does he take when the new charter is being considered and what recommendations does he give his legislative body concerning the new over-all government? In maintaining his professional ethics in attempting to produce the best government possible at the least cost, a professional city manager has a real decision to make, for his decision might eventually lead to the abolishment of his own job and the elimination of the political boundaries of his city.

Use of Services of the Central City. Oliver Van Krevelen continued the discussion by stating that it is probably safe to say that a desire to avoid the services, i.e., the governmental services provided by the central city, is not one of the reasons for establishing residence in a suburb. As the suburban community grows, the pressure upon the suburban government also grows to provide the residents with the same or similar services to those provided by the adjacent central city. In the case of the suburb which is contiguous to the city, these standards might be obtained readily by annexation to the city. All suburbs are not contiguous to the central city, however, and those that are contiguous often do not wish to obtain the services of the central city at the expense of annexation.

Assuming that the suburb chooses to remain an independent municipality, it must then determine



"Residential Suburbs" (left to right): Oliver Van Krevelen, Richfield, Minn.; Elder Gunter, University City, Mo., chairman; Frank H. Clough, South Pasadena, Calif.; Ervin Welch, Kettering, Ohio; Ira F. Willard, Coral Gables, Fla.; and Arthur Lowther, Golden, Colo., reporter.

what services it will provide for itself and what services it can better obtain from the central city. In making this determination several factors enter the picture: (1) The actual need of the suburb for the service provided by the central city. (2) The ability and willingness of the central city to provide the service. (3) The price in money or other considerations, demanded by the central city for the service. (4) The price the suburb would have to pay for comparable service on its own.

Joint Planning in the Area. Ervin L. Welch stated that the tremendous population growth of suburban communities in the nation's 176 standard metropolitan areas imposes a heavy responsibility and challenge upon suburban officials. The responsibility is of a dual nature: the obligation to preserve the local characteristics of our communities that give them their individual flavor and home town aspects, and yet the interdependence of all communities within the metropolitan area must be recognized. Common planning usually is needed in the following areas: parks, expressways, water, sewer service, and land use.

Three informal types of joint planning are presently in use. (1) The simplest is the informal discussion of mutual problems by officials of various governmental units. In many states these informal discussions are stimulated by state planning departments which have no mandatory powers but attempt to fill a coordinating role. (2) Another informal device has been the formation of private agencies composed of public spirited citizens. Although they have no legal powers, their memberships consist of prominent people from all walks of life and their effect on public opinion can be of strategic importance. (3) A third informal device for metropolitan planning has been the use of joint planning boards.

In much the same category as private metropolitan agencies are official regional planning commissions formed voluntarily under permissive state legislation. Under this arrangement local planning boards retain all of their powers, but an additional board is created for the purpose of coordination and for studying area-wide problems. The area agency has only the power to recommend programs to the various local governments. It is estimated that there are 62 agencies of this kind, making them the predominant type of metropolitan planning organizations in the country.

Most of these metropolitan planning agencies have been patterned upon the concept of local autonomy, but recently a sharp break with this traditional concept has been instituted. Local boards have been either abolished or stripped of their powers, while the metropolitan agency has been elevated from a mere advisory position to supreme control for the whole area. A complete reversal of the roles of the local and the metropolitan agencies has been effected.

In the future it is likely that still more methods of metropolitan planning will be developed. The big problem will be to find a method that will permit effective over-all planning without destroying the rights and political responsibilities of the local governmental units. None of the methods in existence today fully meets this test.

FAST-GROWING INDUSTRIAL CITIES. Edwin S. Howell, Richmond, Calif., chairman, and Albert Gray, Jr., Wethersfield, Conn., reporter. Panel members: Russell W. Rink, Toledo, Ohio; Frank H. Backstrom, Wichita, Kan.; John E. Dever, Two Rivers, Wis.; and D. A. Burkhalter, Johnson City, Tenn.

Advantages and Disadvantages of Industrial Growth. Russell W. Rink said that industry can be detrimental to certain types of communities, and that location of a new industry is a crucial factor in measuring its advantages and disadvantages. When industry is located outside the city limits, the city receives no benefit from the tax base provided by the plant, but the plant may provide jobs for the residents of the city. If more jobs are needed the plant is a distinct advantage, but if the city already enjoys a high level of employment, the competition for labor may have a detrimental effect on existing industry.

If new residents move into the city to expand the labor force, the city must provide municipal services to these new citizens but with no tax base except their homes to finance the expanded services. The new industry may require the extension of city water and sewer lines and the expansion of water and sewage plants. While these costs may be financed through revenue bonds, an increase in rates is frequently experienced by all city users.

When located within the city, the industry enhances the tax base; but due to the lag between the construction of a plant and the collection of taxes, the initial period can become burdensome for the city. If the new industry requires a large work force in terms of the existing population, the city will have to enlarge schools and water and sewage facilities. The financing of these enlargements



will undoubtedly require the issuance of bonds. In the event the city's bonding capacity is not sufficient, the new industry will have to advance the funds necessary.

Irrespective of the location of an industry, there may be undesirable aspects connected with it. Diversification of industry is just as essential for a city in a changing economy as it is for industry itself.

Industries are frequently built on the outskirts of cities because insufficient land is available inside the cities. The fact that the plant escapes city taxes may or may not have been in the back of the minds of the plant owners. Industries require people and people require services. A city is still the best device yet invented to provide these services and no plant owner can ignore the need for these services. The plant, the homes of its workers, and the shopping centers must eventually be incorporated into a city and thus be self-supporting. The existence of thousands of cities is proof of this inescapable phenomenon. Unless unusual circumstances exist, annexation to an existing city is a more effective way of securing and paying for necessary municipal services.

**Future Planning to Meet Rapid Growth.** Frank H. Backstrom listed the following aspects of planning as a necessity to control rapid growth. The city must realize completion of its master plan so as to provide for orderly development of the city's physical plant, its traffic and recreational facilities, etc. Once adopted, the city must do something about the plan. Its recommendations must be applied to such problems as zoning and control of subdivisions, and the current activities of the city which relate to the plan must be coordinated. The master plan must be constantly reviewed and revised, and should be adopted at least once a year by council. In a sense the master plan can never be "completed" and then filed away with the sigh of relief which often accompanies the completion of a difficult job well done. It requires constant attention and re-evaluation.

If its planning program is to prove adequate to future needs an economic base study is necessary. Such a study will discover the present resource base of the community, the strengths and weaknesses of the area's economy, and determine what new areas of development appear feasible as well as present a reasonable estimate of future growth. The economic base study will provide information for the projection of future industrial areas needed, and the residential and commercial areas required. It will provide information as to the types of industry that will locate, and the types of industry that should be encouraged to locate in order to create a diversified economy.

Planning is necessary because haphazard growth, mere increase in size, brings perhaps more problems than assets. It is especially necessary to meet the increasing competition between cities to attract new industries — industries which will provide a diversified economy, impetus to business, new growth itself — in short new industries are essential if the city is to remain a desirable place in which to live and work. Clearly then, the answer is metropolitan planning to guide the development of industry in and out of the city.



"Fast Growing Industrial Cities" (left to right): Frank H. Backstrom, Wichita, Kan.; John E. Dever, Two Rivers, Wis.; Edwin S. Howell, Richmond, Calif., chairman; Russell W. Rink, Toledo, Ohio; D. A. Burkhalter, Johnson City, Tenn.; and Albert Gray, Jr., Wethersfield, Conn., reporter.

Municipal Controls Relating to Industry. The discussion was continued by John E. Dever who stated that social problems come with industrial growth. He classified them as: (1) the problem of integrating working and living; (2) the problem of individual and group social satisfaction; and (3) the problem of service costs and taxation.

In an attempt to avoid some of the disadvantages of industrial development, cities have had to resort to direct controls of industry. In revising ordinances the following facts have been recognized: (1) there has been a heavy demand for larger industrial sites, using more land because of the shift to single floor operations; (2) the increasing reliance on truck and air transportation; (3) industrial development no longer needs or wants to be near centers of population; and (4) there have been revolutionary modifications in industrial processes. New zoning ordinances are unique in their positive approach to the regulation of industry. This is being accomplished by stressing permitted rather than prohibited uses, by performance standards based upon the actual and potential effect of various uses, by the control of automobile congestion, and by the creation of new type zoning districts. That the regulation of industrial development and industries is going to become increasingly important is just as certain as the fact that there will be new industrial plants and processes. In addition to controls normally handled through zoning regulations, more and more special municipal-industry trouble spots are being overcome by separate regulations designed to relieve a specific problem. Such special regulations include control of water consumption, special charges for industrial wastes and limitation of building in flood basins. A good example of this need for special regulations is the growth in the number of nuclear installations owned and operated by non-governmental organizations. More than 170 such installations are either already in existence, under construction, or in the planning stage.

Municipal officials must be ready to accept new thinking, new devices, and to enlist the active support of industrialists so that both may achieve the primary end of a livable city suited to modern industrial society.

Policy on Service Extensions. One of the major problems facing a rapidly expanding industrial city, said D. A. Burkhalter, is the extension of municipal services. Many of the current problems have arisen not because of the lack of a policy on service extensions but because of our lack of vision in supplying adequate services in ample quantity to meet present day needs.

If water and sewer services are requested for an area where no present development is evident, the developer should be required to make the initial investment and later be reimbursed for his investment as the project produces revenue. A basic principle of an extension is that the municipal utility should refrain from any form of speculation since such a policy is not sound nor fair to the citizens depending on government for their services. Since water and sewers are classified among revenue-producing utilities, extension policies should not only be concerned with initial costs of providing such services but should also consider the revenue or income to be derived therefrom.

Due to city problems usually overlapping one another, a safe approach to any service problem is to first provide adequate health and economic safeguards by adopting rigid zoning and subdivision regulations which may also be applied to fringe areas lying outside the city. A growing city must consider policies for service extensions within the city as well as the fringe areas covering the entire urban area. It is debatable where responsibility outside the city begins and ends, but the welfare of the city dweller and the fringe area dweller is the responsibility of the city. The commercial houses of both sections depend upon one another for prosperity. While differences will exist when policy is formulated for residents inside and outside the city, the problem is not so great regarding proprietary functions supported solely by service charges as it is with those normally supported by direct taxation.

A sound policy should include an adequate rate structure in which the rates meet the costs of production and distribution of water and the collection of sewage and provide enough funds to annually pay for the cost of extending lines commensurate with the growth of the community. In a fast-growing industrial city, whatever policy is adopted will lag behind the demands for services unless the city is one of a very few with unlimited financial resources. If unlimited financing is not available the policy must contain features of priority, probably in favor of areas lying within the corporate limits. Encouragement should be given to growth where services can most easily be extended.

Certain economic and aesthetic factors are often overlooked in service extension policies of many cities. A good program might have controlling factors which permit limited services to



selected areas. This will tend to prevent over-crowded conditions where no other regulation is able to control development. A lack of such controls might tend to develop undesirable living conditions or encourage land use not in keeping with aesthetic standards.

**SMALL CITIES AND TOWNS.** Leon Carver, Altus, Okla., chairman, and Thomas Plunkett, Beaconsfield, Que., reporter. Panel members: Hugh B. Hines, Jr., Jacksonville, N. C.; Robert O. Wright, Clawson, Mich.; R. H. van Deusen, Clarinda, Ia.; and R. Powell Black, Aiken, S. C.

**Financing Services in a Fast-Growing Small Town.** Hugh B. Hines, Jr., cautioned managers in small towns against searching for new revenue while failing properly to exploit available revenue sources. Services which are measurable and for which charges may be made, should be charged to the citizen, in so far as possible, on the basis of services rendered. Utility rates should be carefully evaluated in order to eliminate any subsidization by taxes. One of the most important aspects of financing the growth of a fast-growing city is the development of sound policies concerning annexations and new developments.

A good public relations program can help sell the public on the idea that taxation is not a necessary evil but is a charge for service rendered. The public relations program should also be designed to show the public the necessity of charging sensible rates for utilities and for improvements to private property.

**Budgeting the Manager's Time.** Every manager tries to budget his time, commented Robert O. Wright, but when he tries to schedule his daily activities he finds that the schedule is often disrupted by emergency situations. There is both a long-run and short-run aspect to this problem of time. Some problems consuming an undue amount of the manager's time may be delegated to a newly appointed official, appointed on a permanent basis to handle such specialized problems. For handling callers and complaints, duties which cannot be delegated, a short range solution is to restrict such activities to one portion of the day. The manager may then make himself unavailable for the rest of the day so that pressing problems can be handled without interruption.

The manager can resolve his job into its two basic parts, both of which involve decision making: (1) he is on the receiving end of council decisions which he must execute; and (2) he is on the giving end in the issuing of instructions to his subordinates (administrative decision making). In either case he is involved in formulating the best possible answers (for his decisions or his recommendations to council). It is also his duty to explain these decisions to others, gain their acceptance of them, and see that these decisions are effectively carried out.

Since the manager is limited by the 24 hours in a day, he must confine himself to the more important aspects of his job and delegate all other matters to subordinates. Much decision-making cannot be delegated completely, but when the manager finds himself preoccupied with signing documents or answering simple questions, he must review his duties. After judging the relative importance of his duties, he must either find someone else to handle the less important duties, decide to delay their execution, or to eliminate such operations entirely.

**Sharing Services of Consultants.** R. H. van Deusen pointed out that there are three ways in which municipalities may share the services of consultants. The first method is for two or more municipalities in a given geographical area to engage the services of the same consultant at the same time. A second method involves the joint participation of two or more governmental units, not necessarily restricted to city governments, in the construction of a public improvement to be used jointly by the participants. The third method is perhaps not usually thought of as the employment of a consultant at all, yet it is a method of obtaining consulting service of a high quality at a very reasonable price. It is that small cities might make much greater use of highly competent and experienced personnel presently employed full-time by other governmental units, the source of this type of consultant being a nearby metropolis or the state university. Good advice can save costly errors. It is not that cities cannot afford good advice, but rather they cannot afford to be without it. In seeking good advice it is best to examine the benefits to be gained by sharing consultants with others.

**Organizing Planning and Zoning Activities.** One of the major problems in many small communities, according to R. Powell Black, is that of establishing and coordinating the thinking of the municipal leaders toward the very idea of planning. It is up to the manager to take the initiative in this field of thinking and push and shove — sometimes rather hard — to get the ideas underway so that eventually this sort of thinking can become solidified and the whole community can realize the



"Small Cities and Towns" — Thomas Plunkett, Beaconsfield, Que., reporter; R. H. van Deusen, Clarinda, Ia.; Leon Carver, Altus, Okla., chairman; Hugh B. Hines, Jr., Jacksonville, N. C.; Robert O. Wright, Clawson, Mich.; and R. Powell Black, Aiken, S. C.

importance of planning. It is up to the manager to prepare, present, and sell planning so that the council will go along with a sound program. Once this has been done the desire and need for professional consultants is not far behind. No small community can afford to be without proper planning advice. It is not hard to sell, but the manager must be sold on it himself. Once this has been achieved the rest is not hard to accomplish.

### HUMAN RELATIONS

Vice-President Robert A. Finlayson, Eugene, Ore., chairman; Harlow R. Richardson, Mt. Vernon, Ill., reporter. Panel members: J. Fred Ogburn, personnel manager, McCormick & Co., Baltimore, Md.; John W. Macy, Jr., director, United States Civil Service Commission, Washington, D. C.; Bert W. Johnson, Evanston, Ill.; and David D. Rowlands, Tacoma, Wash.

What Cities Can Learn From Industry. J. Fred Ogburn stated that management means leadership of people and the essence of leadership is proper motivation — to get people to want to do what they are supposed to do. Good human relations do not result from the wave of a wand nor from a flood of good intentions. It must be earned over a period of time because the basis of good human relations is faith and confidence. Industry has by no means mastered the creation and maintenance of good human relations.

Suggestions industry can make in regard to human relations: (1) Good human relations are built largely through face-to-face relationships at the employees place of work and not behind a desk. It is not enough to have a good merit system or good personnel rules. Department heads should visit employees at their work place, listen to them, talk with them, learn their problems, gain understanding, and build confidence. People must know each other to understand each other.

(2) The supervisor is the key man in the application of any management program, particularly a human relations program. Normally he is the management representative closest to the employees and can therefore make or break any program. Industry has spent a great deal of money on supervisory development, believing that this is essential to progress and future stability. (3) Although a good incentive program will tend to increase output, financial incentive programs do not fit into many cities' pay plans. Therefore it is better to concentrate on the development of a good healthy employee attitude. (4) Industry has learned that participation is important in a good human relations program. Employees want a voice not only in determining their working conditions but also in helping management improve work methods and all other aspects of their job.

Federal Experience Applied to Cities. According to John W. Macy, Jr., good communications within an organization are essential. Only when line supervisors subscribe to and live by the stated management objectives will they have the desired impact on individual employees. Real motivation comes from the top through the regular channels of line management.



The human relations training program is "experimental." In the federal government human relations training is usually offered as a unit or series of units in a broader training program for supervisors. So far as methods are concerned, human relations training in federal agencies lean heavily on case studies, role playing in a hypothetical situation. In this age of automation it may be possible to eliminate a great deal of drudgery. It pays to make work interesting and rewarding to the humans who perform it.

All public jurisdictions have a common problem in having to compete for competent employees with other employers who operate on a more flexible pocketbook. Since public agencies cannot compete with private agencies in this area, our primary stress in government must be on the importance of our work to every citizen, the interest of the challenge to be found in the work itself, and the stature of public service to the community, which is often greater with the general public than those of us in the public service realize. Municipal officials must use this kind of appeal to sell people on municipal employment. If our employees are properly motivated they will help us sell government to the people.



"Human Relations" was the topic at a general session on Monday afternoon (left to right): John W. Macy, Jr., director, United States Civil Service Commission, Washington, D. C.; Vice-President Robert A. Finlayson, Eugene, Ore., chairman; J. Fred Ogburn, personnel manager, McCormick & Co., Baltimore, Md.; Bert W. Johnson, Evanston, Ill.; David D. Rowlands, Tacoma, Wash.; and Harlow Richardson, Mt. Vernon, Ill., reporter.

The Human Element in Efficient Administration. City managers should seek a batting average, said Bert W. Johnson, because it is not possible to keep everyone happy or to get complete agreement on any proposed change. There is a natural resistance to change, a natural inclination to disagree, and a natural challenge to authority. A city manager's objective should be a better administrative batting average.

The city manager who seeks a batting average acceptable to his community knows it must be accomplished by leadership. It is not enough to have answers; he must anticipate the answers. He must keep his store of information and techniques up to date. He must know what's around him. He must exude enthusiasm and provide a contagious excitement about the work at hand. As we anticipate tomorrow, he said, let's help to create too.

How to Handle Organized Labor Problems. According to David D. Rowlands, unionization of city employees will tend to increase. Employees want the right to negotiate with management through representatives of their own choosing and they also expect bargaining to be in good faith and without fear of retaliation or discrimination. Employees should be able to express themselves freely and openly and to have the right to join unions of their own choosing. Compulsory arbitration, however, is not desirable, and management must oppose this concept since only the elected representatives are vested with this responsibility.

Management should clearly define grievance procedures and develop adequate personnel rules. Labor-management committees, which have been especially beneficial in many communities, should consider only those questions which pertain to salaries, wages, and fringe benefits or working conditions applicable to all city employees. These committees should not be a vehicle for conveying only demands.

Techniques of negotiating with a labor union include: (1) It should be clearly understood that the

manager is acting on behalf of the city council. (2) The city manager should deal only with the business agent of the union. (3) Union requests for salary increases and fringe benefits should be received in writing and the council should be kept informed of the requests that are being made. (4) Discussion on various questions raised by unions on salaries and wages or fringe benefits should start at least three months before the budget is to be adopted. (5) It is essential that a salary and wage survey be completed on an annual basis to determine what is the going rate of pay in the community for private employees whose work is comparable to that performed by city employees. (6) Enough time should be allotted for an extensive consideration of the issues in question. (7) Union representatives should have the opportunity to advise their membership of the proposals made by management before the manager releases the results to the press. (8) In cases of jurisdictional disputes the manager should not attempt to settle these differences, but let the unions resolve them.

### FEDERAL-CITY RELATIONS — PART I

Vice-President Julian H. Orr, Portland, Me., chairman, and A. F. Glassford, Plymouth, Mich., reporter. (1) Housing and Urban Renewal. Richard L. Steiner, Commissioner, Urban Renewal Administration, Housing and Home Finance Agency, Washington, D. C.; Lawrence M. Cox, Director, Housing and Redevelopment Authority, Norfolk, Va.; Leland L. Hill, St. Joseph, Mich.; R. N. Klein, Santa Cruz, Calif. (2) Water Supply and Stream Pollution Control. Gordon E. McCallum, Chief, Water Supply and Water Pollution Control Program, U. S. Public Health Service, Washington, D. C.; Carl D. Schoemaker, Consultant, National Wild Life Federation, Washington, D. C.; A. V. Aronson, Escanaba, Mich.; John B. Kennedy, Medford, Mass. (3) Federal Highway Program. Bertram D. Tallamy, Administrator, United States Bureau of Public Roads, Washington, D. C.; A. E. Johnson, Executive Secretary, American Association of State Highway Officials, Washington, D. C.; J. D. Mackintosh, Jr., Burlington, N. C.; J. B. Marshall, Edmond, Okla. This was the first of two sessions where the experts answered questions submitted by managers. Their answers are summarized below.

#### Housing and Urban Renewal

1. Federal advances are available for planning and for temporary loans. For capital improvements in urban renewal, federal grants amount to 2/3 of the total project cost. Federal Housing Administration financing is available for relocating residents displaced by renewal area projects.
2. There is no difference in the type of federal aid for small cities as opposed to larger cities. At least one-half of cities participating in urban renewal programs are under 25,000 population.
3. Cities can take effective steps to encourage private capital to build rental units at rents which would be attractive to people who must be relocated from clearance areas. A private investor can receive financing for projects for residential relocation due to urban renewal. Low income group housing and public housing are given preferential treatment.
4. A workable program for urban renewal covers seven objectives: (1) adequate local codes and ordinances to carry out the program including a housing code effectively enforced; (2) a comprehensive (master) plan for development of the community; (3) analysis of blighted neighborhoods to determine treatment needed; (4) adequate administrative organization to carry out urban program; (5) ability to meet the city's financial requirements of the program; (6) responsibility for rehousing adequately the families displaced by urban renewal and other municipal activities; and (7) citizen participation through a public information program.
5. The Housing and Home Finance Agency gives assistance to a municipality through their regional offices in helping prepare a workable program. There is assistance available to aid cities in meeting their objectives by helping them prepare building codes, housing codes, and master plans.
6. There are two types of federal aid available for city planning: (a) Aid to state planning agencies to help cities under 25,000 population; (b) Aid for metropolitan area planning.
7. Urban renewal funds are available in connection with industrial and commercial areas. The bulk of funds, however, are for areas which clear slums and erect approved type housing. Ten per cent of the federal funds are set aside for commercial or industrial renewal areas.
8. Congress has not made any recent changes in their criteria for eligible projects under the Housing and Home Finance Agency.



9. Under Section 214 of the Housing Act of 1954, five million dollars has been provided by Congress to broaden general knowledge of conditions which tend to create slums and methods by which slums may be avoided. Twenty-five contracts with universities and agencies to study this matter are now outstanding. Reports of study groups will soon be available.

10. There are various methods to integrate the administration of urban renewal and housing programs with other city activities. About one-half of the cities have housing authorities, one-quarter have urban renewal agencies only, and one-fourth have only direct city operations. Sometimes coordinators are appointed for housing authorities and redevelopment authorities. Some cities, such as Detroit, have housing committees.

11. Good top administrative personnel in this field should have public administration training and experience. However, technicians are easier to come by in this field as compared with municipal governmental activities.

12. Cities are called upon to finance their share of the cost of urban renewal programs by two methods: (a) Cash outlay and (b) Construction of public facilities, such as roads, sewers, schools, and water.

13. It is possible for a city to pay its share of the net project cost over the life of the project. Pennsylvania and Connecticut help local municipalities on basis of need, especially if the need is created by disasters. Some cities use general obligation bonds; some use tax allocated bonds, whereby any money from taxes received over and above the former tax revenue of a renewal area is earmarked to pay principal and interest on bonds.

14. Cities can expect the federal program in this field to continue indefinitely. This program was started in 1949 and revised in 1954. President Eisenhower and his administration supports it. It appears to be a long term project to be adjusted to the nation's economic condition. There is some indication, however, that the administration feels some curtailment is necessary as was shown in the budget cuts.

#### Water Supply and Stream Pollution Control

1. The Water Pollution Control Act extends grants to speed up construction of municipal sewage treatment plants as a method of municipal assistance. A loan program is also available.

2. Congress provided a formula for allocating federal assistance for sewage treatment plant construction. The formula is based on per capita income and population of the various states, taking into consideration the local financial needs and seriousness of the pollution problem.

3. The federal government has not set up any standards of minimum sewage treatment plants that recognize differences of communities on the ocean and those inland. If there must be pollution control, the project is eligible.

4. There is no need to fear some of the opposition to continued grants-in-aid. Congress is under pressure to keep programs in the forefront and recent attempts by Congress to cut out appropriations were met with demands for reinstatement from all sections of the country. There have been 662 grants made and 1,293 grants are pending. About \$95,000,000 has been appropriated and the same amount will be asked for next year.

5. Federal aid for treatment plants constructed in metropolitan areas is based on conditions and jurisdictional rights of municipalities over sewage treatment — whether city, county, or authority.

6. The federal and state government are working to prevent excessive quantities of water being used from rivers and streams for irrigation purposes, thus dangerously reducing the water available to cities. The Bureau of Reclamation and Corps of Engineers have 300 projects for flood control, irrigation, and power under consideration, and indications are that we will have more water than ever before.

7. When the city tries to correct the stream pollution situation in stages over several years, each stage tends to be considered as a project for federal aid. The problem, however, is worked out on an individual city basis.

8. In addition to federal aid, ten states have made appropriations available to cities for construction of treatment plants.

9. The federal government has enforcement powers to control river and stream pollution of an interstate nature. The surgeon general of the Public Health Service may bring suit in order to obtain a court order to clear up pollution. The federal government acts as a coordinator in getting states together for talks with a view to eliminating the problem of pollution.

10. The Public Health Service assists states in radiation problems and provides training for technicians. No other direct federal aid is available.

11. The federal government assists in the coordination of sources of water supply and control of stream pollution by making it possible to use water over and over again before it finally reaches the sea. The government is interested in interstate compacts and makes suggestions as to the matters to be covered in such compacts.

12. The federal government is encouraging research to provide new ways to provide water in areas of the country facing a critical water supply problem. Increased use because of industrial expansion and population increases requires the water be used over and over again. The government is concentrating on problems of pollution and use, and has engaged many universities to work on the problem. Sewage treatment must be increased from the average now of 42 per cent to 80 per cent treatment in order to improve stream conditions. The Department of Interior has worked on problems of obtaining drinking water from seawater. It reports that seawater may now be treated for 60 cents per 1,000 gallons.



The session on "Federal-City Relations — Part I" proved to be extremely interesting and informative. This session was divided into three half-hour periods where the city managers asked questions of the experts. Shown above is the panel on "Federal Highway Programs" (left to right): A. F. Glassford, Plymouth, Mich., reporter; J. D. Mackintosh, Burlington, N. C.; J. B. Marshall, Edmond, Okla.; Julian H. Orr, Portland, Me., chairman; Bertram D. Tallamy, administrator, United States Bureau of Public Roads, Washington, D. C.; A. E. Johnson, executive secretary, American Association of State Highway Officials, Washington, D. C.

### Federal Highway Program

1. Participation in the determination of highway location in cities depends upon the master plans of the cities. State highway officials are anxious to have cities' plans as a starting point for highway planning. If cities have no plans, the states must proceed as they see the picture and problem. Public hearings are held on highway location. The cooperation of the cities and states is essential to a good program. Such studies as origin and destination surveys, traffic volume, present and future, are necessary for locating interchanges. Planning of factory sites, commercial areas, residential areas and recreational locations are also essential considerations in planning highway and interchange locations.

2. Distribution of highway funds vary from state to state. Interstate roads are financed by 90 per cent federal funds and 10 per cent state, county and local funds. State primary roads are financed by 50 per cent federal funds and 50 per cent state, county and local funds. How state, county and local funds are allocated is a matter of state law.

3. Local officials should point out to state highway officials their various problems, and assist in their solution by providing information available at the local level which will be helpful in developing plans for the highways. Such cooperation saves the state from making expensive investigations and speeds the preparation of the program. In order to insure long range programs and planning, states have been granted federal funds for such work.

4. Cities can secure a fair share of urban funds for in-city arterial streets not on state routes by having such highways considered extensions of state highways and then the federal government can participate on a 50-50 basis, the same as for state primary roads.



5. Federal participation highway funds will be available for traffic control systems, street lighting and for moving of city-owned utilities affected by federal and state highway projects. A great deal depends upon state law as to whether private utilities may be reimbursed for such utility location changes required. If the state permits reimbursement, the federal government participates.

6. It is not a federal policy to channel most federal funds to interstate highways. Money comes from highway users and is distributed upon need as nearly as possible.

7. The federal government has no right to develop and impose upon local government land use zoning, but it is vitally interested and encourages the local government to zone properly as soon as possible. Outdoor advertising is particularly objectionable. Controlled access highways are being designed and provided for the highway user, not for the land owner or for commercial enterprise.

8. Cities are provided with opportunity to appeal to the federal government from decisions reached by state highway officials regarding the application of the federal highway program within city limits. The stages are set up for approval of projects for maximum public benefit. States must work with cities. If an agreement between the state and cities is not reached, the cities should point out disagreements at public hearings. Cities may then appeal to division engineers. If not satisfied the city may appeal to the regional engineer and as a last recourse to the Washington office.

### INTEREST GROUP SESSIONS

CAPITAL BUDGET PROGRAMMING. George C. Shannon, Anchorage, Alas., chairman, Paul A. Flynn, Lower Southhampton, Pa., reporter. Panel members: Ray W. Wilson, Phoenix, Ariz.; Anthony P. Hamann, San Jose, Calif.; Ralph W. Snyder, Highland Park, Ill.; L. P. Cookingham, Kansas City, Mo.

Setting Up a Long-Range Plan. According to Ray W. Wilson the magnitude of population growth in the next decade is going to have a tremendous impact on our communities. City managers as a group were among the first to recognize the importance of capital budgeting as a means of insuring orderly community growth. The impetus for the development of a long-range plan should come from the manager.

Mr. Wilson then reviewed the approval by the citizens of over 70 million dollars worth of capital improvements in his city. The city administrative staff, the city council, consulting engineers and architects, and a large citizens' committee worked for well over a year in developing the program presented to the voters. Initially the city council gave its approval to the ultimate goal of such a program. Then detail studies were made by the city's staff and consulting engineers and architects on specific projects and programs needed to improve the city's physical plant and to enable it to expand service. After this was done the council appointed a large representative citizens' committee to study the reports, to recommend to the city council an over-all program to be financed with a bond issue, and to recommend priorities for the different projects. The next step was a long-range capital budget which determined the maximum amount of bonds that could be issued and financed during the next ten years.

When the bond issues are approved the job of carrying out the capital improvement program cannot remain static, and it is necessary to review again each project before contracts are awarded. The manager and his staff should make an annual review of the plan and make revisions when necessary.

Use of Citizen Committees. Anthony P. Hamann defined a citizens' committee as a group of interested people organized to accomplish some specific good within a community. It appears mandatory to use citizen committees if major capital improvements are to be successfully accomplished. However, the entire program should not be designed by such a committee.

The citizen committee is a group of lay people inexperienced in the technical requirements of the over-all problem of the community. The committee will lose its enthusiasm if it does not receive program planning assistance. A basic long or short-range capital improvement program must of necessity be the brainchild of management, at least the framework must be that of management.

The program suggested by management should only be the starting point for the citizen committee. The committee must be well informed as to the financial picture. If a citizen committee is

properly organized with good leadership it can be a tremendous force for good — primarily because it can put the stamp of approval on programs and then do what management alone can rarely do, and that is to sell the program.



"Capital Budget Programming" (left to right): Ralph W. Snyder, Highland Park, Ill.; Anthony P. Hamann, San Jose, Calif.; George C. Shannon, Anchorage, Alas.; chairman; Ray W. Wilson, Phoenix, Ariz.; L. P. Cookingham, Kansas City, Mo.; and Paul A. Flynn, Lower Southampton, Pa., reporter.

**Coordinating Program With Overlapping Taxing Districts.** Ralph W. Snyder said that the coordination of the capital improvements budgets of overlapping jurisdictions requires extensive communication between representatives of the governments involved. This may be accomplished by formal organizations of officials responsible for the planning function. In most cases, however, it is accomplished informally on the administrative level and by day-to-day contacts by managers and other people with their counterparts in other jurisdictions.

The first step is to identify the projects to be undertaken by all overlapping agencies within the time limit covered by the capital improvement budget. Next is the determination of the timing of specific projects so that needed capital improvements may be accomplished by coordinating the planning and construction in each jurisdiction. Coordination of capital improvement budgeting need not be confined to overlapping jurisdictions. In metropolitan areas needed improvements are often cooperative projects of two or more adjacent communities.

**State and Federal Aid.** L. P. Cookingham stated that all cities need money and that federal aid is vital, also that state aid is available in every state. Various federal grant-in-aid programs in the fields of highways, urban renewal, public housing, and civil defense are of interest to cities. Mr. Cookingham emphasized that long-range planning should include consideration of funds available from state and federal sources, if the city can ascertain the extent and amount of aid it can count on obtaining.

**FRINGE AREA PROBLEMS.** R. E. Froneberger, Spartanburg, S. C., chairman; Harry B. Macrory, Bethany, Okla., reporter. Panel members: Ross Miller, Modesto, Calif.; Charles R. Odom, Bartow, Fla.; James L. Galloway, Park Ridge, Ill.; Charles T. Henry, Shorewood, Wis.

**Selling Citizens of Fringe Areas on Need for City Services and Annexation.** Ross Miller summarized the various things a manager should do in selling citizens of fringe areas on the need for city services and annexation: (1) Do your job well so those outside the city will trust and respect the city (do it well — and let it be known); (2) stick with the principle "city Services are for city People," if exceptions are allowed set the rates high, so they will look favorably on annexation for lower rates; (3) strive for state legislation and county policy that will require those in fringe area to pay for "municipal type" services which are provided by the county; (4) be sure the product you offer is attractive, and your competitive position is favorable — and your job is half done; (5) if annexation



of an area is desirable, work closely with the people in the area, but be sure they are willing to work and take the lead and do the selling; and (6) a city is a business owned by and operated for the people of the city. Make decisions regarding annexation on this basis.

**Fire Protection Outside the City Limits.** In fighting fires outside the city, said Charles R. Odom, both human and financial considerations are involved. Legally, cities are not responsible for furnishing fire protection outside their boundaries. Beyond this, however, there is the moral obligation of any public official to defend the lives and property of the public. The first responsibility of a municipality is to its taxpayers, and a fire outside the corporate limits should not prevent the city's fulfilling its primary obligation to its citizens.

It is difficult to determine how persons outside the city should best be charged for fire protection. Many cities do not make any charge. Other cities charge either a flat annual rate or fee on a "per call" basis. Most officials feel that there is no legal way to enforce payment of a per-call charge basis. On the other hand, an annual charge may result in frequent trivial calls. Probably the best solution would be an annual charge, possibly based on assessed valuation, plus a per diem for calls answered. The city could require that the insurance endorsement guarantee payment of the per diem charge. In any case, a written contract should be secured to protect the city from any liability incurred while outside the city. Such a contract could be obtained from individual property owners or another governmental unit, such as the county.

In conclusion, Mr. Odom felt that the city limits are imaginary lines that disappear in times of emergency which makes it hard to decide on a definite policy. One solution might be to confine fire protection to areas served by city water lines. Such a plan would have several advantages: (1) as utilities customers these residents would be participating in some of the city expenses; (2) the property would be accessible; and (3) the fire department would be assured of an adequate water supply.



"Fringe-Area Problems" (left to right): Ross Miller, Modesto, Calif.; Charles R. Odom, Bartow, Fla.; R. E. Froneberger, Spartanburg, S. C., chairman; James L. Galloway, Park Ridge, Ill.; Charles T. Henry, Shorewood, Wis.; and Harry B. Macrory, Bethany, Okla., reporter.

**Charging for Annexation.** According to James L. Galloway, the rate of annexation has been increasing rapidly over the past few years. Regardless of the method used to achieve annexation the major problem is the cost to the city. Will the annexed area be able to pay its own way, or will the present city taxpayers have to share in part of the city cost?

A city government has only one thing to sell and that is service. The city official must first ascertain the present costs for each type of service. Some of the questions that have to be answered include: (1) What is the adequacy of each service, and will it require additional manpower, equipment, and capital improvements to maintain the present level of services to the present and new areas? (2) What are the sources of revenue to pay for these services? (3) What type and amount of charge can the city make for the privilege of annexing? and (4) If a charge cannot be made will the property tax suffice?



Water and Sewer Extension Policy. The most significant aspect of this question according to Charles T. Henry is to determine when to and when not to extend water and sewer services, or how far to go beyond the city limits. There are five basic reasons why it would be in the best interest and welfare of the city to extend sewer services: (1) as a public health protection measure; (2) as a means of securing zoning control through a bargaining arrangement with fringe-area residents, if annexation is not desired; (3) as a bargaining means of insuring annexation; (4) as a bargaining means in exchange for other services from fringe area, municipality, or incorporated area; and (5) as a means of making money.

The four basic reasons why it would not be in the best interest of the central city to extend sewer services are: (1) future additions, not to mention the present load, may possibly exceed the city plant or collection system capacity; (2) possible future annexation may be in danger by losing the bargaining power inherent in extending such service; (3) sufficient inspectional and maintenance control over system extensions either already installed in fringe areas or to be installed in the future because of legal, political or other limitations; and (4) extensions into fringe areas may result in control by state regulatory bodies. Most of the advantages and disadvantages of sewer service outside the city limits could also apply to the extension of water service.

PROBLEMS OF CENTRAL BUSINESS DISTRICTS. Thomas F. Maxwell, Norfolk, Va., chairman, Ridley T. Nichol, Mooresville, N. C., reporter. Panel members: John J. Desmond, Poughkeepsie, N. Y.; Henry A. Yancey, Charlotte, N. C.; H. R. Bennett, Burbank, Calif.; and Edward G. Conroy, New Rochelle, N. Y.

Handling the Traffic Problem. According to John J. Desmond traffic problems plague most central business districts and require skilled study if such districts are to regain an important position in urban living. Proper handling requires a study of (1) movement of material and people, (2) loading and unloading of material and people, and (3) curb parking.

Of the three, movement is the most important. Any and all devices which facilitate and accelerate movement should be considered including signals, marking signs, one-way systems, widening, and new construction. Pedestrian traffic should receive equal consideration with the vehicles. The street intersections are the critical point where movement problems are most apparent and are the most rewarding point of study.

Loading and unloading of materials and people should take place off-street to the greatest possible extent. Any on-street loading and unloading should be prohibited at peak hours. Likewise curb parking should be prohibited at peak hours. Prohibiting of curb parking at all times is the most expensive method of street widening.

Since people are resistant to change, any changes in traffic habits necessary to accomplish traffic improvement puts a bad light on the improvement at first. Any changes therefore must be well publicized. If this is not done the best system might fail for lack of understanding.

Effects of Suburban Shopping Centers. Suburban shopping centers are affecting retail sales in most central business districts, according to Henry A. Yancey. Most of the loss is in the category of "soft" goods. But the business district will continue to be patronized by the "captive" shoppers who are employees of business firms in the area, by citizens who reside in the periphery of the area, and by the bargain searcher who does not find sufficient retail competition in the shopping center.

The presence and growth of the central business district can be assured through: (1) modern methods of merchandising and business procedures, and (2) agencies of the local government. The city should make basic studies and prepare a master plan for the central business district. Citizens would not be prepared to make up the tax loss in residential areas if the central business district becomes "sick." In conclusion, Mr. Yancey said that we must locate the cause of the trouble before we attempt to prescribe remedies. With proper facilities the central business district can regain its place within the character of the city and overcome many of the advantages now attributed to shopping centers.

Providing Off-Street Parking. H. R. Bennett said that as we look at this perennial problem we have to be prepared to answer a few questions about our individual situation. Is there a real necessity for additional off-street parking? Yes, because (1) Off-street parking helps rejuvenate an old business district that may be on the downgrade, and (2) it is needed to keep pace with a thriving, growing business district.





"Problems of Central Business District" (left to right): John J. Desmond, Poughkeepsie, N. Y.; Henry A. Yancey, Charlotte, N. C.; Thomas F. Maxwell, Norfolk, Va., chairman; H. R. Bennett, Burbank, Calif.; Edward G. Conroy, New Rochelle, N. Y.; and Ridley T. Nichol, Mooresville, N. C., reporter.

Some key questions to be considered before a final decision is made with respect to municipal parking are: (1) Have the businessmen chosen off-street parking as a panacea refusing to admit that their own poor merchandising techniques and unattractive, outmoded, buildings are at fault? (2) Should the city be in the parking lot business? Opponents of municipal parking can perhaps be shown that off-street parking lots are actually an extension of the street system in the form of terminal facilities; and (3) If the city is to help, should it provide some or all of the financing, or should the merchants and property owners be required to furnish all the financing?

The best way a manager can answer these and other questions in his own mind and in the minds of his council and the community is to obtain facts on the shopping habits of the citizens; the population trends of the city; the possible housing developments in outlying shopping centers; the plans for freeways, highways, and major street developments; the existing traffic problems and off-street parking lots; and the building vacancy factor in the business district. In a large community the planning staff should be able to obtain facts and present an over-all plan. In the small communities it might be necessary to hire a consultant. A helpful rule of thumb for parking lot design is two square feet of parking area for each square foot of retail area.

**Financing Urban Transit Systems.** Edward G. Conroy said that the health of the central business district is of prime importance because of its contribution to the tax base and mass urban transit systems are important to a healthy business district. Statistics show that only one-half of the population over 14 years of age can operate a motor vehicle. This is a basic justification for the need of mass transit systems.

Mass transit systems have been and are in serious trouble. Since the end of the war when motor vehicles became available again, many transit companies have been sold or abandoned. Critics of the mass transit system should be reminded that this particular utility is unlike other utilities in two important respects: (1) The mass transit utility does not have a monopolistic operation (it must compete with the private auto); (2) Labor costs are considerably higher in a transit utility, comprising 60 per cent of the total costs as contrasted to 18 per cent in a typical electric utility.

Many studies are now underway concerning the mass transit problem. As yet an answer is not indicated. Some of the ways in which transit can be helped are local and state tax relief and better traffic engineering. Municipal ownership is not necessarily any better than private. Careful study should be made to this problem until basic solutions can be established.

**POLICE AND FIRE PROBLEMS.** John M. Gold, Winston-Salem, N. C., chairman, and Alfred S. Harding, Hastings-on-Hudson, N. Y., reporter. Panel members: William J. Veeder, Fort Lauderdale, Fla.; Loyd E. Brady, Santa Clara, Calif.; F. A. Jacocks, Savannah, Ga.; and Robert B. Morris, Glencoe, Ill.

**Recruitment of Good Personnel.** One of the basic police-fire problems, according to William J. Veeder, is a positive recruitment program. The decision of the prospective employee to join the city is affected by intangible and tangible factors. The intangible factors include: the reputation of the department, which is based upon the integrity, administrative effectiveness, and good public relations; the prestige of the department; the challenge of the unknown even if much of the job is routine; and the value of well-tailored uniforms. The tangible factors are: salary, retirement plan, vacations, sick leave, opportunity for advancement, and medical benefits. These tangible factors not only aid in recruitment, but also aid in retaining good men. Two negative factors which would affect a recruiting program are unnecessarily low maximum age requirements and residence requirements.

**Maintaining Adequate Protection with Shorter Work Week.** A second problem in police-fire was identified by Loyd Brady. The real problem is not the "what" of maintaining adequate fire protection with a shorter work week, but rather "how" to accomplish it. There are three fundamental questions about which management must form conclusions in order to deal intelligently with the problem on a long-term basis: (1) Are municipalities expected to achieve the shorter work week within their existing financial structure? (2) Can the problem be effectively resolved by siphoning off revenues from other tax-supported city services? (3) Is legislation of recent years establishing hours and working conditions for certain selected public service units, merely the forerunner of a general legislative treatment of the entire matter for all local governmental services? Or, is this simply the result of our lawmakers' bowing to the pressures of a well-organized lobby?

While formulating conclusions to these questions, two avenues of dealing with the added cost of maintaining adequate fire protection under a shorter work week are additional revenues and increased efficiency.



"Police and Fire Problems" (left to right): William J. Veeder, Fort Lauderdale, Fla.; Loyd E. Brady, Santa Clara, Calif.; F. A. Jacocks, Savannah, Ga.; John M. Gold, Winston-Salem, N. C., chairman; Robert B. Morris, Glencoe, Ill.; and Alfred S. Harding, Hastings-on-Hudson, N. Y., reporter.

**Policy on Outside Employment.** Outside employment for city employees has long been a problem for all cities, both large and small, and how to combat it will be a problem for some time to come. According to F. A. Jacocks, the best solution would be flat prohibitions of outside employment, which would require statutory or charter authority. The four major elements for prohibition that should apply are: (1) impairment of efficiency, (2) conflict of interest, (3) competition with private enterprise, and (4) public relations.

The city government is obligated to establish and maintain the conditions which will hold outside employment requests to a minimum. This implies good personnel management, adequate working conditions, and a pay scale for all classes of positions that is in line with comparable employment elsewhere in the community. The solution to this problem will of necessity be a diversified one, depending entirely upon the city and the situation with which it is faced.



Outside employment (which might better be termed supplementary employment) should be considered a privilege of the employee rather than a right. If it is granted, it should be subject to management review. There can be no solution to this problem until the cities can become competitive insofar as working conditions and salaries are concerned.

When Is Fire-Police Integration the Solution? Since fire-police integration means different things to different people, and each community is different, Robert B. Morris stated that there is no generalized answer to the question. There are, however, two specific features of any form of integration that could probably be used in any city regardless of size. One feature is to equip police squads with fire extinguishers, inhalators, fire clothing, and other minor fire and rescue tools and train policemen in the fire-fighting and rescue techniques necessary to perform these traditional fire duties.

Another feature is to train firemen to perform a variety of police duties, particularly those that can be done during their otherwise idle, nonproductive standby duty time. Officials of communities that have adopted these two features quickly realized that the citizen does not care whether the equipment that extinguishes a fire in his home or saves a life, comes on the fire apparatus or on a patrol car. The citizen is concerned only with receiving rapid, economical, superior service.

The discussion was centered largely around fire-police integration and its relation to the other problems discussed. It was emphasized a number of times that the move must be made gradually. Everyone involved should be completely sold on the idea, the program completely laid out, and the police and firemen kept properly informed. The best approach for integration would be on the basis of doing a better job rather than on the basis of savings.

PUBLIC RELATIONS. Wesley McClure, San Leandro, Calif., chairman, and Riley Milam, Gainesville, Ga., reporter. Panel members: Kent Mathewson, Salem, Ore.; John A. Paulus, Mount Lebanon, Pa.; Edward P. O'Toole, Revere, Mass.; and Joseph W. Watson, Hollywood, Fla.

Public Relations Techniques. Kent Mathewson felt the term "public relations" should be reversed to say "our relations with the public" in order to clarify its meaning. Public relations can also be defined as performance plus reporting. Eight effective public relations techniques were discussed: (1) The systematic effort for courtesy which might include a course in telephone manners, courses in how to meet and deal with the public, and forbidding employees to "pass the buck." (2) The manager practicing an "open door" policy. Managers should delegate much of their work so that they have time to see citizens. Many managers are too busy with classification surveys, budget preparation, or other routine administrative details to have time for meeting citizens.

(3) Press relations, including TV appearances, meeting with groups, and circulating a speakers' list. (4) Use of citizens' advisory committees. Identify the several publics since there is no such thing as one public. Citizens' advisory committees should be representative of such publics. (5) Public hearings should be utilized rather than taking the attitude "let's see if we can get by without one." (6) "Point of contact" public relations, where the manager comes into personal contact with the public. (7) Written recommendations and reports. (8) Clear budget and budget message outlining the plans and objectives of the city administration.

Determining and Evaluating Citizen Needs and Desires. John A. Paulus discussed the methods by which citizens express their needs and desires. These include the use of petitions. One type is the legal petitions whereby the signer commits himself to a certain course of action or for a specific preference. The other form of petition is the popularity petition which is circulated to promote or protest some action or activity that may or may not have a direct or substantial connection with the signers. Public hearings are also used by all levels of government as a medium of expressing public sentiment.

Citizens also communicate their needs and desires by submitting requests and complaints to city councilmen or administrators in the forms of letters, telephone calls, or personal calls. These can be either very significant or unimportant and vary from the ridiculous to the valuable. Definite action should be taken on them even if the action is a flat rejection.

Democratic elections are probably one of the most accurate ways of determining citizen needs and desires. These can be both positive and negative — that is, candidates for office that advocate certain things will show by the number of votes attracted whether the majority of citizens agree. In reverse, one who has been in office and runs for re-election learns by the number of votes cast for and against him whether his ideas are acceptable to the voters. The use of the referendum also

indicates the needs and desires of citizens. The use of the initiative allows direct participation in the legislative process by citizens. The recall permits citizens to petition and then hold a referendum on the dismissal of a public officer. This is a negative means of determining needs and desires.

There are several organizations through which citizen needs and desires may be focused. One is the city council, which is presumed to know the pulse of the public. Needs and desires may also come from official citizen boards and commissions such as the planning commission or other boards which have contacts with large numbers of persons and groups. Special interest groups such as churches, service clubs, fraternal and professional societies, labor unions, veterans' organizations and commercial, industrial, and taxpayer groups may be organized toward several purposes including the purpose of lobbying.

Mr. Paulus discussed methods for evaluating citizens needs and desires and determining such needs. When considering an expansion or contraction of services, the establishment of new services, or the abolition of existing services, it is necessary to compare the standard of service currently rendered with the ideal service and with the service standard being requested. It is necessary to compare the service requested with the level of other service requested with the level of other services needed by the community.

Since pressure groups have come into their own in our time one must consider the source of any request for services. The consequences of any change in governmental policy and service should be weighed. That is, will the change create a precedent that will force the governmental unit, at least morally, to make similar changes in other fields, perhaps unnecessary changes? Another evaluation process that should take place is to study the relation of the specific change to existing plans for the community. Will these changes fit into the comprehensive plans for the future?

The final method of determining citizen needs and desires is simple observation and good sense on the part of policy makers and administrators. This is often the only means available on particular problems or proposed changes. Capable officials after a period of time gain a sense of responsibility and direction that is not easy to explain in academic fashion but still permits them keenly to ascertain what the citizens of the community desire in the way of governmental services.

Creating Citizen Interest and Understanding of City Government. It is the duty of the mayor, the manager, the councilmen or other administrative officials to devise means not only for creating citizen interest but also for maintaining it, according to Edward P. O'Toole. One method is personal appearances before groups, an approach which depends on the size of the community. Citizen groups should be familiarized with public affairs in general and with programs currently undertaken. This should help to clarify in the minds of citizens what the city is doing and what the city is not doing. Misinformation regarding public affairs should be substituted with correct information being imparted through these personal appearances.



"Public Relations" (left to right): Kent Mathewson, Salem, Ore.; John A. Paulus, Mt. Lebanon, Pa.; Wesley McClure, San Leandro, Calif., chairman; Edward P. O'Toole, Revere, Mass.; Joseph W. Watson, Hollywood, Fla.; and Riley Milam, Gainesville, Ga., reporter.



Citizens should be urged to attend the council meetings, licensing board hearings, and zoning hearings. Municipal officials should have as few executive sessions as possible, and avoid even the slightest suggestion of secrecy in administering public affairs. Citizen committees should be used whenever possible. Such commissions make citizens conscientious and proud of their accomplishments and changes them from apathetic to interested and well-informed citizens. Newspapers also can help inform the public about their government.

The Employee Role in Public Relations. Joseph W. Watson introduced his subject by asking "Has it ever occurred to you that each municipal employee represents the city administration to the average citizen?" His manner of dress, the way he performs his duties, and his pleasant voice on the telephone — all these are important in public relations. Each new employee must feel that he is a vital member of the municipal team, dedicated to public service.

Three essential attitudes in municipal employees are aptitude, training, and morale. Aptitude is a natural ability with some people and with others it must be developed. Training in public contacts should stress common courtesy. Supervisors should see that "horse-sense" items are fully understood by the new employee, and should relate to him information pertaining to policies adopted by the city, emphasizing the reasons for these regulations. A well-informed employee finds it easier to convince the public. In order to develop team spirit, new employees should be taken through various departments so that they have a conversational knowledge of the over-all municipal operation.

A team approach with good morale can accomplish what sometimes would be impossible. Techniques include newsletters which contain names of employees and compliment individual employees on outstanding job performance, report promotions, and welcome new employees. The physical appearance of an office can be an important morale factor. Good custodial services, cleanliness, and orderliness of surroundings tend to make employees more conscious of their own appearance. Encouragement of employees to participate in outside group activities helps develop team spirit and improve morale.

Good employee relations with the public cannot be achieved by directives or by applying trite gimmicks. It can be achieved only by constant supervision from top to bottom, by correction of observed deficiencies, and by instilling a team spirit and belief that each individual in himself or herself represents the city administration to Mr. and Mrs. Citizen.

### THE FUTURE OF INTERGOVERNMENTAL RELATIONS

In his address at the luncheon on Tuesday, Robert E. Merriam, assistant director, Bureau of the Budget, stated that the federal system of divided governmental responsibilities controls the public destinies of 175 million Americans in the most complex society the world has ever known. The problem is how to strike the proper balance in a world in which distance has become almost meaningless and everything seems to interact on everything else.

The administration has taken another look at intergovernmental relations. Through the monumental work of the Kestnbaum Commission followed by the appointment of the first deputy assistant to the President for intergovernmental relations, and now with the Joint Federal-State Action Committee, the administration has been stressing the fact that none of our cherished ideals should be taken for granted. The concept is being proposed that the state and local government must be encouraged in every way possible to perform those tasks of government which they are uniquely qualified to



The guest speaker at the luncheon on Tuesday was Robert E. Merriam, assistant director, Bureau of the Budget, Executive Office of the President, Washington, D. C., who spoke on the subject, "The Future of Intergovernmental Relations."

undertake. However, since municipalities are the legal creatures of the states, it is necessary that the states must be well organized and oriented to perform their role.

The transfer of a few federally operated programs to the states will not solve any major problems, but it would mark a significant break with the past several decades of rapid federal expansion into traditionally local matters. The federal members of the joint federal-state action committee have made it quite clear that they are talking about the transfer of functions, not their abolition. They also have made it clear that they recognize the vital importance of the municipality in all governmental developments.

Mr. Merriam further stated that he felt we had reached a stage where the municipal or county executive, the state administrator, and the federal official all recognize that each shares the problems of the others and that they are not rivals but partners in a combined effort. We have a government of laws and not of men — but men run the government.

The larger concept of management of public affairs requires a recognition that government to be successful in the future requires vertical integration rather than horizontal isolation. Mr. Merriam concluded with the words of President Eisenhower "the maintenance of strong, well-ordered state and local governments is essential to our federal system of government . . . . to reallocate activities between federal and state governments, including their local subdivisions is in no sense to lessen our concern for the objectives of these programs. On the contrary, these programs can be made more effective instruments serving the security and welfare of our citizens."

### RELATIONS BETWEEN COUNCIL AND MANAGER

Vice-President Warren C. Hyde, Edina, Minn., chairman; Calvin H. Lakin, Mexico, Mo., reporter. Panel members: Arthur W. Bromage, former councilman Ann Arbor, Mich., and professor of political science, Univ. Of Mich.; J. Clarence Dreher, Jr., Mayor, Columbia, S. C.; John W. Shultz, Mayor, Martinsville, Va.; F. R. Coop, Fremont, Calif.; Eugene G. Moody, Bloomington, Ill.

Role of Councilman in Council-Manager City (Teamwork or Crossfire?). Mr. Bromage stated that the difference between the managerial and the councilmanic roles is not as simple or as clear cut, or as static as it once was. The paths of the administrator and the councilmen do not really run parallel, the one marked policy and the other administration. The councilman's mandate originates only with the voters. Because he is elected by the people, it is to popular demands that the representative councilman is most responsive. He is not normally an expert on any one phase of public affairs. He is more often than not a newcomer to city government.

As a general administrator appointed by the councilmen the manager is responsive to them for policing the city, fighting fires, maintaining public works and utilities, developing parks and recreation, safeguarding the public health and welfare. Since the creation of the plan the manager's post has grown into a new profession. Just because the manager is one step removed politically from residents of the area, however, does not mean a manager is not sensitive to citizen reactions. Not only does popular reaction make itself felt through the council, but the manager has direct contacts of his own with the public. He is held up for blame or praise for whatever happens.

The manager gets into the policymaking area in many places. He cannot tell the public that he has no part in policy decisions and thereby pass the buck to elected officials. The general public does not stop short of the thin theoretical line between the making of policy and the execution of it. Preparing an executive budget, for instance, is the manager's task and inevitably involves policy in allocating funds for the services and staff. An even closer connection of the manager with policy formulation comes from his continuous co-working with the council.

One of the big questions has always been how political a manager should be in participating in policy formation. The answer depends upon the council and the mayor who presides. A mayor who does a lot of leading and councilmen who have drive and foresight constitute the logical base for policymaking. Managers cannot afford to get so lost in how to do things that they leave what to do solely with the political opinions of others. This does not mean that the manager pits himself to overrule a council's decision. What he must do is to make certain that the city fathers know the best of alternative courses of action.

The best managerial techniques for cooperation cannot always remove the roadblock in the way



of council-manager teams. A council which is split into warring factions undermines management and disseminates conflict. Councils can meddle in administrative details and go around the manager and deal with subordinates. The manager must be careful and not go too far ahead of his council in his recommendations which then are lost altogether.

Inherent in the different sources from which councilmen and managers rise to office lies the difference in their roles. Because of the difference between them there is always a potential for conflict. Exclusive domain for policy does not belong to one any more than exclusive domain for administration belongs to the other, though each needs to walk circumspectly where his primary duties take him: the councilman for decision making, the manager for decision executing.

What a Councilman Expects of the Manager. In his talk on this subject Mayor J. Clarence Dreher said the council first and foremost expects the manager to be adequately trained and fully capable of satisfactory and successful administration of the city's affairs. He is expected to keep his council fully informed through written reports and informal discussions on all phases of the city operation. Not to the point of wasting his or his council's time on minor details but sufficiently for council to be in a position to answer intelligently citizen's questions about any of the city operations. It is expected that by this means the council and the manager will work together as a team and that neither will tend to function independently of the other.

The manager should not spend all of his time at his desk, but devote sufficient time in the field visiting and inspecting all departments and operations of the city government so he will have a first-hand knowledge of the scope and quality of all services being performed.

A realistic council will not expect the manager to confine his activities to city affairs. The manager should maintain professional contacts and take an active part in his professional organizations. He should also work closely with the Chamber of Commerce, service clubs, womens' clubs, garden clubs, PTA's, and all other groups and organizations in the community, not only to assist them in accomplishing their individual goals for the betterment of the community but to solicit the widest possible citizen participation in the city government. In this process the manager should also cooperate with other local governments in the area and other branches of government.

Finally, Mr. Dreher said it is expected that the manager will be completely frank and honest with the council at all times. Although the will of the council naturally prevails in all policy, nevertheless the manager should not be a rubber stamp of the council. The manager should feel free to inform the council if he disagrees with any of their policies and his reasons for such disagreement. After doing this, he should discharge his responsibility to the council with a clear conscience and proceed to carry out the will of the council to the best of his ability.

Should the Manager Be a Community Leader? According to Mayor John W. Shultz there are few professions today where in each community the arrival or the departure of an individual receives such automatic recognition as that of a city manager. This recognition does not basically bear on the particular merits or ability of the manager, but it is derived from the importance and prestige



One of the general sessions on Wednesday was on "Relations Between Council and Manager" (left to right): Eugene G. Moody, Bloomington, Ill.; J. Clarence Dreher, Jr., mayor, Columbia, S. C.; Arthur W. Bromage, former councilman of Ann Arbor, Mich., and Professor of Political Science, University of Michigan; Vice-President Warren C. Hyde, Edina, Minn., chairman; F. R. Coop, Fremont, Calif.; John W. Shultz, mayor, Martinsville, Va.; and Calvin H. Lakin, Mexico, Mo., reporter.



of the position he occupies. The new manager in a community is observed with interest by the public. The manager on the job is sought out with regular frequency by the citizens and by the news agencies because his comments, opinions, and work plans have much public interest value. The cooperation, interest, and assistance of the manager is often a necessary factor in the initiation, development, and success of community activities.

In the broad sense of the word, therefore, the manager is a community leader; there is no choice. The question should not be whether a manager should be a community leader but to what degree? The manager is the administrative officer for the city council. The council and the public expect the manager to have qualities of leadership in understanding the needs of the city, coupled with the ability to project plans to the future for meeting these needs. There are many ways a manager can exert leadership, but the manager must judge how far he can go.

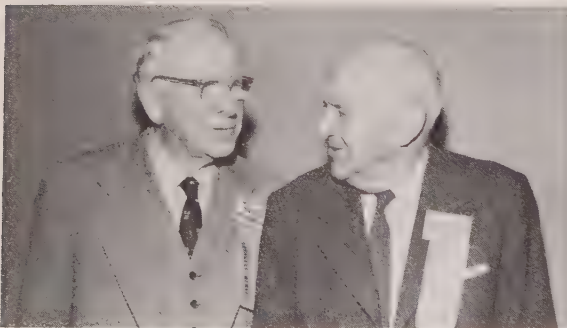
A wise manager knows what should be done, how it should be done, and he leads his council and the people in such a way that they discover these things for themselves. It is not for the city manager to exhibit aggressiveness or to attempt to conspicuously lead for the purpose of extolling his own personal cause, name, or ability. A manager is a community leader, but it is a role he must occupy with restraint and caution.

What The Manager Expects From His Council. In introducing this subject, F. R. Coop suggested that the word "expect" can mean "to regard as likely to happen" or "to look for with reason and justification" or "hope for the best." Most of us adopt the philosophy of "hope for the best" in our expected relations with the city council.

There are a few generally accepted principles of relationships between the council and manager which appear to be sound and which might form the basis for what you expect from the city council of your town. (1) Both the manager and the council should have a reasonably clear understanding of each other's job. (2) The city councilmen should determine general policy of the city and general courses of action based on sound recommendations. (3) Managers are responsible for administration and implementation of policy without council interference. (4) A manager's ability and integrity must be respected by the city council. (5) The manager should be supported by the city council and have lines of responsibility and authority respected.

In conclusion Mr. Coop stated that a manager should take another look at his relations with the council. If he is not getting what he expects from the city council perhaps he is getting what he deserves.

Council Interference in Administrative Matters. In spite of the fact that the various roles of the manager and the council are clearly defined in most city charters or ordinances, Eugene G. Moody pointed out that there are still areas of conflict which may develop and the manager may find the council interfering in administrative matters. Administrative interference may take the form of the individual councilmen attempting to give orders to the city manager or to department heads, or it may take the form of policy determination which hinges on the manager's ability to administer.



Two of the five honorary members who attended the 43rd Annual Conference get together for a discussion (left to right): Thomas H. Reed and Louis Brownlow. Other honorary members who attended the conference were Arthur W. Bromage, Richard S. Childs, and Clarence E. Ridley.

Upon assuming a position the manager should brief his department heads upon their proper relationships to the organization structure. They should realize that the council has agreed to deal with policy collectively and to approach the administration through the manager. Many councils, especially those newly elected, would benefit from and appreciate receiving the International City Managers' Association publication "Handbook for Councilmen in Council-Manager Cities."

The manager has a more difficult problem where the council is not sympathetic toward the form of government. In the face of increasing interference under these circumstances, the manager's first impulse may be to submit his resignation. If his resignation could signal the end of the council-manager government by default, he may be justified in staying on despite the interference and making the best of



the situation. In many cases seeing this problem through to a successful conclusion will be of more lasting value to a community and to the manager than the alternative of an early resignation.

### FEDERAL-CITY RELATIONS — PART II

Vice-President C. A. Miller, Saginaw, Mich., chairman, Allan R. Torrey, Amherst, Mass., reporter. 1. Municipal Airports. Herbert H. Howell, director, Office of Airports, Civil Aeronautics Administration, Washington, D. C.; E. Thomas Burnard, executive director, Airport Operators Council, Washington, D. C.; William H. Lange, Grosse Pointe Woods, Mich.; William B. Webb, Pocatello, Ida. 2. Civil Defense and Disaster Prevention. Hubert R. Gallagher, assistant administrator, Federal Civil Defense Administration, Washington, D. C.; Oscar Sutermeister, planning consultant, Washington, D. C.; J. D. Baughman, Hutchinson, Kan.; Robert E. Layton, Gainesville, Fla. 3. Prevention of Crime. Philip G. Green, director, Division of Juvenile Delinquency Service, United States Children's Bureau, Washington, D. C.; Quinn Tamm, assistant director, Federal Bureau of Investigation, Washington, D. C.; Frank H. Lawler, Bloomington, Minn.; N. G. Damoose, Traverse City, Mich. This session was conducted in the same manner as the first session on federal-city relations. The experts answered questions submitted by the managers which are summarized below.

#### Municipal Airports

1. Federal matching funds are available to cities in connection with the construction of all types of airport facilities except hangars. The dollar value of the requests are always greater than the appropriation. There have been 63 million dollars in appropriations versus 125 million dollars in requests.
2. Federal funds are available for the construction of airport administration buildings, but projects that add to the safety of the airport have a higher priority.
3. It is possible to develop airports in stages under the federal program in order to spread local contributions over a longer period. However, facilities may cost more if construction is done on a piecemeal basis. The larger airports cannot receive more than one and one-quarter of a million dollars in any one year for terminal areas. Therefore the larger airports are only obtaining 10 to 20 per cent of their requests against 50 per cent for the smaller airports.
4. There is a bill before Congress at the present time for a 75 per cent federal contribution for the acquisition of land in areas designated as clear zones by the Civil Aeronautics Administration.
5. The Civil Aeronautics Administration can allocate 63 million dollars per year during the present four-year program, but the Department of Commerce may hold up funds for this year.
6. The federal government will provide funds for improving two municipal airports close together if they are both certified by the airlines. The Civil Aeronautics Administration tries to urge consolidation but participates with federal funds in cases of Civil Aeronautics Board certification.
7. The future of helicopters is dubious. It is important to develop a twin engine rotor craft that is safer and more economical than the present craft. Helicopters are used in Los Angeles, Chicago, and New York as an intra-urban means of transportation.
8. There is not enough information available as to the impact of jet aircrafts on airport design and construction. Most domestic operations, runways, and terminals will be adequate, but long-range operations will create problems. This is primarily a big city operation, since large aircrafts are economical only between large cities that are of considerable distance apart.

#### Civil Defense and Disaster Prevention

1. The highlights of the most recent legislation considered by Congress so far as cities are concerned, include a new bill to make civil defense a joint responsibility of the federal, state, and city government. Money is now available to match expense for civil defense training and radiological instruments are to be distributed to cities.
2. The survival plan program should be criticized. Pressure is being exerted to provide expanded shelter programs. Since they are practical but very expensive. Cities should build at their own expense some shelters for housing local government.



Another session was held on "Federal-City Relations — Part II" with the panel on Municipal Airports shown above (left to right): Herbert H. Howell, director, Office of Airports, Civil Aeronautics Administration, Washington, D. C.; E. Thomas Burnard, executive director, Airport Operators Council, Washington, D. C.; Vice-President C. A. Miller, Saginaw, Mich., chairman; William H. Lange, Grosse Pointe Woods, Mich.; William B. Webb, Pocatello, Ida.; and Allen L. Torrey, Amherst, Mass., reporter.

3. Civil defense is more logically a metropolitan target area problem rather than a county or city function.
4. The federal government is broadminded in permitting cities to use surplus federal property obtained for civil defense purposes for regular municipal activities.
5. The program for cities to obtain surplus property for civil defense is not as well organized as the school program. Schools get such property without restriction, but as much surplus property is available for cities as for education.
6. Cities should establish lines of succession for key personnel. The main thing is for cities to strengthen their own organization. Cities must take steps to insure their own preservation in such matters as: (1) line of succession; (2) preservation of records; and (3) alternate sites for operation. Federal funds are available for relocation sites.
7. The residential suburbs in metropolitan areas have just as many civil defense problems as the central city due to the size of the potential blast effect. Therefore residential suburbs should work within the over-all metropolitan civil defense organization.

#### Prevention of Crime

1. The 1956 Uniform Crime Reports show that persons under 18 years of age accounted for 45.8 per cent of the major crimes. These crimes, however, were largely against property rather than persons. Only 9.5 per cent involved crimes of assault on persons.
2. Juvenile delinquency is increasing due to the growth of the population in the younger age groups. In children's courts there was a 20 per cent increase from 1955 to 1956. The crimes in the 10-17 age group will increase 50 per cent by 1965.
3. Juvenile delinquency is more prevalent among boys. According to Uniform Crime Reports 88 per cent of the arrests made in 1956 were boys.
4. Delinquency, like crime, is more of a local problem requiring more lay citizen participation.
5. Municipal policemen are law enforcement officers, not probation officers. In the prevention of juvenile delinquency specialists are needed. Enforcement officers should not be placed in competition with trained recreation or probation officers.
6. Parents are responsible for the actions of the children, but it is difficult to determine how to train parents. Seventy per cent of the children who come to courts for neglect come from homes where there is only one parent.
7. There have been many cities that have successfully curbed juvenile crime with a positive program. The American Municipal Association recently surveyed these cities in their publication "How Cities Control Juveniles." Washington, D. C. has had an 11 per cent reduction in its juvenile crime rate. Boys clubs and other organizations are used to combat this problem.
8. There is no federal aid at the present time for cities to establish a local crime prevention



program. A bill for the prevention of juvenile delinquency was presented in the 84th Session and passed by the Senate, but because of an economy move no federal aid was made available.

### PLANNING THE CITY OF TOMORROW

Vice-President Virgil A. Basgall, Junction City, Kan., chairman, Robert C. Storey, Ferguson, Mo., reporter. Panel members: Hugh R. Pomeroy, director, Department of Planning, Westchester County, N. Y.; Robert L. Price, Ottumwa, Iowa; and Ted B. Adsit, Riverside, Calif.

Planning for the Present and the Future. Mr. Pomeroy in talking on this subject said that a municipality cannot really provide good government if it is not using the protective measures of planning and if it is not taking a prudent account of the future. Many of the needs of yesterday are still the urgent needs of today. For example, the necessity of providing adequate space for moving and standing motor vehicles is ever increasing in urgency.

In contrast to great advances in the attack on urban deterioration, many municipalities are permitting the seed of inevitable future deterioration to be sown in new developments by failure to use available protective measures, particularly zoning, and the regulation of subdivisions. Another subject that requires continuing study and action is that of providing more open space. It is a well-recognized and accepted theory that a community needs land and ample space for parks and playgrounds, as well as for better community design and neighborhood liveability.

Closely related to the subject of open space itself is that of the appearance of the community. An important aspect of community appearance is what the community business district looks like. One of the most important physical features of business districts is the display of signs. The type and kinds of signs should be rigidly controlled by the municipality. Planning must be recognized as essentially the responsibility, and the basic one, of the legislative and managerial functions of government. The real heart of the planning function is policy, and planning policy is the formulation of development objectives for the community.

There are limits to what a community can be and as to how it can develop, imposed by topographic regional situations, existing land use, economic characteristics and potentials, and above all by the population regarded both as statistics and as human beings. Therefore the basic planning job for municipalities is to think things through and reach some conclusions.

Planning measures accepted up to now may not be adequate to give a growing municipality effective control over its development in relation to its ability to make adequate provision for public facilities and services.

The dynamics of urban growth are now so powerful that they can thwart any attempt by a municipality to achieve financial orderliness in its government by relying on traditional planning methods. Because of the tremendous number of homes being built, even the best subdivision regulations and zoning restrictions can swamp the community's public facilities and wreck any attempt at long-range fiscal planning. To handle this problem a municipality must use the fourth dimension of control, that of time. The volume and locational sequence of developments must be brought into the pattern of orderliness that a municipality should seek to achieve in development. No device for control of the timing of development can either be justified or be satisfactorily relied on unless it is in furtherance of decisive determination by the municipality as to what it is trying to do.

Selling a Planning Program to a Community. On this topic Robert L. Price said that there is possibly no more challenging task for a city manager than to gain public support and acceptance of his administrative program. Many a lofty and meritorious objectives have gone completely misunderstood and unappreciated only for the lack of a selling job. Someone has said that in public office you not only have to be right, you have to look right. The planning program must be sold to the public both in the preliminary stage of the promotion and in the later stages of progress and achievement in a simple, clear manner.

In the early stages of getting a planning program under way such preliminary and unassuming footwork will need to be done by a small nucleus of devoted and inspired citizens. In many cases, at this stage, the manager may be the only one that has a grasp of what is good planning. However, the manager must be the patient adviser and reliable helper, never the overconfident crusader.

Once the planning program has been developed, care must be taken that an action program is

established so that this does not become another shelf of plans. Here the talents of management should come into play to recommend, advise, and sell to the council an organizational structure whereby planning is closely and formally integrated with the administration.

No device of selling a city plan is more effective than the demonstrated ability to get tangible results. If part of the planning program is subdivision control in accordance with good standards, then a good ordinance must be adopted and its regulations strictly enforced. If a master plan is to be adopted with anticipated benefits of through traffic conditions then a program of approving these streets should be scheduled and all construction proceed in accordance with the high standards as prescribed. In this whole process we should not forget the vital importance of using all the normal publicity media to tell the story.



Another general session was "Planning the City of Tomorrow" (left to right): Hugh R. Pomeroy, director, Department of Planning, Westchester County, N. Y.; Vice-President Virgil A. Basgall, Junction City, Kan., chairman; Robert L. Price, Ottumwa, Iowa; Ted B. Adsit, Riverside, Calif.; and Robert C. Storey, Ferguson, Mo., reporter.

Relationship Between Manager, Planning Director, and Planning Commission. According to Mr. Adsit the first question that one must ask is "Why is City Planning important in the operation of municipal government?" If all parties concerned recognize the importance of city planning, the relationships will flow in an easier pattern toward the ultimate goal of a well-planned city.

A city manager of today's city will find the majority of his day-to-day administrative duties entwined with the problems of this physical growth or renewal. The physical character of today's city is almost entirely under control of the city government, for better or for worse, by virtue of the direct administration and development of all public owned land areas through public ownership.

In many cases what the city manager expects of a planning director may be different from what the planning commission expects of a planning director and this is where problems can arise. A city planner, when hired in a council-manager form of government, as head of a city planning department in most cases finds his department is under the direct or indirect control of the city manager. The relationships between the city manager and the planning director, the planning commission, the city council, will all go much better if all parties understand and agree on the functions and duties of the planning director. In many cases he sits in more or less of a "never-never land." He serves usually as a secretary and consultant of the planning commission, as the planning administrative officer under the direction of the city manager, and as a consultant on planning to the city council.

In conclusion Mr. Adsit stated that it must be recognized that the functions and responsibilities of the various individuals in the planning process can create a problem. The city manager generally is the chief administrative officer, the planning director is usually the department head, and the city planning commission is in most cases an advisory body, while the city council is the legislative body. Most often problems arise when each steps beyond their particular responsibility or does not have a



clear understanding as to what their responsibilities are. If the several parties would work in harmony they can achieve the maximum amount of planning benefits for the city.

### AS OTHERS SEE US

Vice-President Harold C. Pike, Cheltenham Tp., Pa., chairman; Vance E. Dearborn, Dexter, Me., reporter. Panel members: Stephen B. Sweeney, director, Institute of Local and State Government, Univ. of Pa.; Leonard J. Duhl, National Institute of Mental Health, United States Department of Health, Education and Welfare, Washington, D. C.; and Mrs. Kathryn H. Stone, former vice-president, League of Women Voters of the United States, and member of the General Assembly of Virginia, Arlington, Va.

Views of a Professor. Dr. Sweeney, in his talk on "A Professor Looks at the City Manager," gave a summary of the two-day work shop of city managers held last year in St. Louis, Mo., and another work shop for other administrators held in Chicago, Ill. The purpose of these meetings was to seek a comprehensive definition of the principal administrator's job, his leadership role, his responsibilities, and the basic knowledge and skills he should have to fill that role and discharge those responsibilities adequately. The purpose of these meetings was also to provide colleges and universities with a comprehensive frame of reference for evaluation of pre-service education for administrative careers.

In evaluating their job, city managers determine three important areas of emphasis: (1) the managers are giving more attention than heretofore to the external relationships of their job; (2) city managers are showing relatively more concern for the problems of employee motivation and administrative communication, and relatively less concern for the technical problems of management; and (3) the manager considers in-service training and development for their employees and themselves one of their primary responsibilities rather than a peripheral activity. In other words, there is now less emphasis on the internal technical aspects of management and more emphasis on the external relationships of the job and on what has been called the human side of management.



The last of the general sessions at the conference was on "As Others See Us," where the views of a professor, physician, and citizen were expressed (left to right): Mrs. Kathryn H. Stone, Former Vice-President, League of Women Voters of the United States, and member of the General Assembly of Virginia, Arlington, Va.; Vice-President Harold C. Pike, Cheltenham Twp., Pa., chairman; Stephen B. Sweeney, Director, Institute of Local and State Government, University of Pennsylvania; Leonard J. Duhl, National Institute of Mental Health, United States Department of Health, Education and Welfare, Washington, D. C.; and Vance E. Dearborn, Dexter, Me., reporter.

As a result of the two meetings, the University of Pennsylvania has decided to start a new program which will be titled, "The Professional Career Development Program for In-Service Training." Up to now the career scholarships have been awarded almost exclusively to young men directly out of college or out of military service following college. Under this new emphasis preference will be given to a number of college graduates in local government service, who in the judgment of their employers show special aptitude and promise for higher positions of administrative leadership. An opportunity for a year of subsidized study and broadening experience will be provided for a selected few.

Views of a Physician. Dr. Duhl stated that all medicine now subscribes to the viewpoint that there are no purely physical or purely mental states of health or disease. Any illness, whether the symptoms are principally mental or physical, is an illness of the total person. A person should learn the difference between healthy and unhealthy ways of living and act accordingly. To the extent which these distinctions are learned and practiced, we will enjoy our work, our families and our friends, and have generally a good view about ourselves as well as others, even in the face of the inevitable and relentless stresses that pervade our tension-ridden modern society.

Managers occupy a demanding position. It may well be that the manager could do a better job working eight hours a day instead of 12 or more hours. Occasionally long hours on the job are necessary, but as a general rule any person can healthfully and efficiently accommodate only 40 or 50 hours a week of full attention to the complexities of his work. Evenings shared with the family, relaxing with friends, reading a book, or just in pleasant idleness can help one recover his breath and balance. Thus he can refuel, as it were, to meet tomorrow's inevitable demands in a better emotional and intellectual condition.

In conclusion, Dr. Duhl stated that a certain amount of aches and bruises are inevitable and even have some value. Facing problems as they arise, working to solve them, and learning to accept what can't be changed will help one to acquire good total health and hence better living.

Views of a Citizen. Mrs. Stone stated that the reformers in local government, despite their generous quantities of righteous indignation, were not in reality the ones to turn the tide towards modern municipal government. The revolutionary accomplishment, which we come close to taking for granted today, came about through the employment of professional technicians and introduction of modern methods. The council-manager form of government was one of these particular advances.

In spite of the so-called efficiency in the council-manager plan, where the people elect a council to represent their views about policies and the council in turn hire a technician to execute these policies, the control is still where it ought to be — with the people. There is still the same old range of arguments and reactions about this form of government as yesterday. Perhaps this is a good thing. Perhaps it merely proves that it is still very much alive, still a good issue provoking citizen awareness and action.

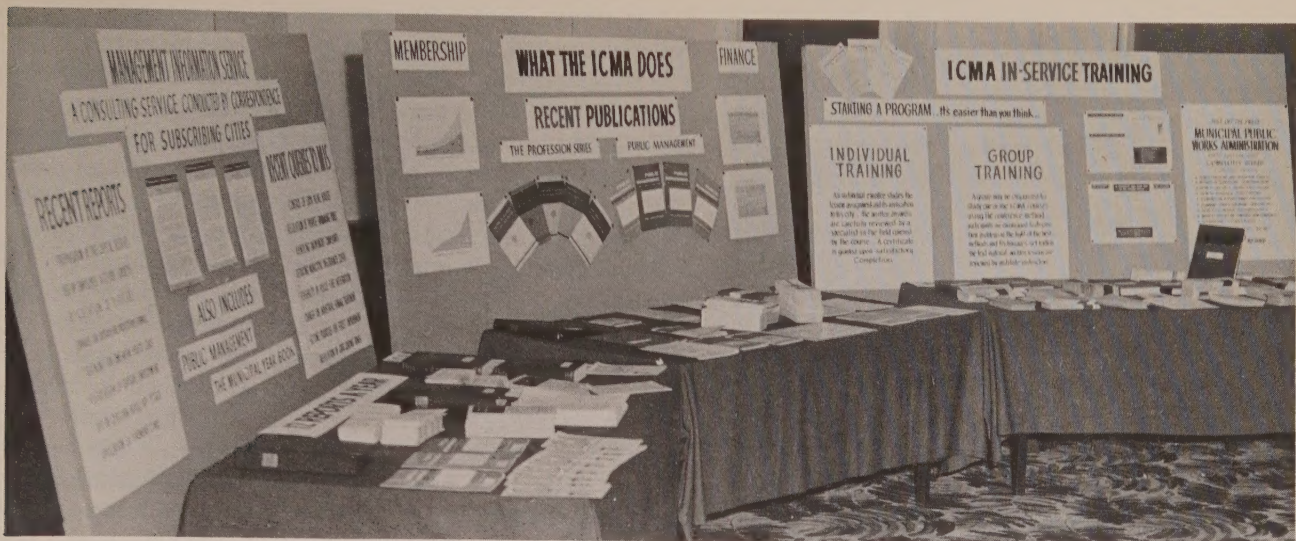
The role of a council is less well understood and often less well fulfilled than that of the manager. The council-manager plan was intended to encourage active participation of citizens in city government through creating a simplified governmental process at once responsive and responsible, and easily understood. The emphasis of the councils' role has produced situations which do not redound to the benefit of council-manager government. This might irritate citizens who do not like to see representative functions belittled. Underselling the council's role can produce difficulties.

Whether managing a large city or a small one, most all communities are affected today by metropolitan problems. Most urban areas have outdistanced their government. Herein lies the frontier of our times. As experienced technicians, managers can make an enormous contribution to the re-ordering of the urban-suburban scene (Mrs. Stone's talk will appear in the January, 1958 issue of Public Management.)

### LOCAL GOVERNMENTS AND CIVIL DEFENSE

Governor Leo A. Hoegh predicted that this country, like Europe, is going to take far more interest in civil defense and the nation's security than it has in the past. It has become a more timely subject for discussion than it was in the past, and in cities where civil defense plans have been moth-balled, and put on a stand-by basis, they will have to be activated.





The ICMA exhibits shown above feature what ICMA does, with special displays for the new Public Works Administration textbook and Management Information Service.

The problems of civil defense today are different in many respects than those of World War II. Today a single plane can deliver a destructive force equivalent to what in World War II would have taken one million planes to deliver. A single well-placed weapon can, whether delivered by missile or plane — with its blast and heat effects, erase a complete metropolitan area — and this same weapon can threaten the lives of people in greater areas to irradiation effects.

Where does civil defense fit into the over-all national security picture? In national security we can identify three major elements: (1) Those measures in the field of foreign affairs which we hope will prevent the outbreak of general war. (2) A strong military defense and hard hitting retaliating force in the event that an attack is launched against us. (3) A strong federal, state and local civil defense program which will give our people substantial protection. Once an enemy attack has been launched, the best defense is to prevent bombs and other devices from falling on our country. Responsible military opinions hold that no defense can prevent part of an attack force from getting through. Even a few planes or missiles penetrating now can inflict more damage, in a single attack, than the world has ever known. Obviously, it is vital to our national security that civil defense be strengthened in order to minimize the effects of such planned destruction if it should ever come. This calls for the best effort of city managers, myself, and others who have assumed continuing responsibilities in this field.

The next question to ask is "What is our mission?" This is answered in the Federal Civil Defense Act of 1950. It is "protection of life and property in the United States from attack." When we consider the extent of damage from attack — rarely in human history have there been such challenging opportunities to save lives and to serve the principles of the free world. For this reason we should not be discouraged by criticism to the effect that a particular plan or measure will not work — because it is not perfect. The perfection will come. We must appreciate significant changes in the threat to our survival — and be willing to accept different planning and new concepts that offer greater life saving prospects.

The third question that comes to mind is: "How are we preparing to perform our mission? Our staff has been working diligently on a National Civil Defense Plan. We hope to have a simple practical and effective long-range plan completed within the next four months — one, which, of course, we will strengthen and improve continuously. While our present law sets out that primary responsibility shall be that of states and their political subdivisions, I am certain that there should be greater federal participation such as is reflected in the administration's proposal incorporated in the Durham Bill HR7576, which has passed the House and will be considered by the Senate in the next session. This measure permits the Federal Civil Defense Administration to match administrative and personnel costs of state and local civil defense agencies.





Governor Leo A. Hoegh, administrator, Federal Civil Defense Administration, Washington, D. C., delivered the address at the annual banquet on the subject "Local Governments and Civil Defense."

police and fire and other services — and thereby provide a single cohesive force under one command to meet every emergency.

If government is to survive an emergency, we must now make preparations. Therefore prepare now clear and specific lines of succession to key offices, lines in sufficient depth so that an orderly assumption of responsibility will be possible. Steps should be taken to preserve records vital to the protection of the rights of the individuals and to the functioning of government. Private concerns today are duplicating vital records and maintaining them in safe storage. Certainly, government can do no less. Alternate sites must be made ready now for emergency operations of government. We must make full use of all personnel facilities and equipment of government at all levels for emergency operations. Responsible department heads in federal, state and local government must take part in our planning and assume a greater responsibility for civil defense operations.

In short — we cannot expect the people of our nation to rally behind civil defense without having our governments lead the way. In preparing for an efficient emergency government we are constructing a foundation basic to all other efforts. Civil defense volunteers should be incorporated into already existing structures of government — trained auxiliaries to

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